DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS FOR FISCAL YEAR 1982

HEARINGS

BEFORE A

SUBCOMMITTEE OF THE

COMMITTEE ON APPROPRIATIONS

UNITED STATES SENATE

NINETY-SEVENTH CONGRESS

FIRST SESSION

ON

H.R. 4035

AN ACT MAKING APPROPRIATIONS FOR THE DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES FOR THE FISCAL YEAR ENDING SEPTEMBER 30, 1982, AND FOR OTHER PURPOSES

PART 3—(Pages 1–910)

Alaska Natural Gas Transportation System
Department of Agriculture
Department of Energy
Department of Health and Human Services
Department of the Interior
National Endowment for the Arts
National Endowment for the Humanities
Pennsylvania Avenue Development Corporation

Printed for the use of the Committee on Appropriations

88-535 O
U.S. GOVERNMENT PRINTING OFFICE
WASHINGTON : 1982

For sale by the Superintendent of Documents, U.S. Government Printing Office
Washington, D.C. 20402

S181-7

COMMITTEE ON APPROPRIATIONS

SUBCOMMITTEE ON DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES

JAMES A. McCLURE, Idaho, *Chairman*

TED STEVENS, Alaska	ROBERT C. BYRD, West Virginia
PAUL LAXALT, Nevada	J. BENNETT JOHNSTON, Louisiana
JAKE GARN, Utah	WALTER D. HUDDLESTON, Kentucky
HARRISON SCHMITT, New Mexico	PATRICK J. LEAHY, Vermont
THAD COCHRAN, Mississippi	DENNIS DeCONCINI, Arizona
MARK ANDREWS, North Dakota	QUENTIN N. BURDICK, North Dakota
WARREN RUDMAN, New Hampshire	DALE BUMPERS, Arkansas
MARK O. HATFIELD, Oregon, *ex officio*	WILLIAM PROXMIRE, Wisconsin, *ex officio*

Professional Staff
Frank M. Cushing
Linda Richardson
Don Knowles
Charles Estes *(Minority)*

Administrative Support
Diana Barnhart

CONTENTS

TUESDAY, APRIL 21, 1981

Page
Pennsylvania Avenue Development Corporation 1
Department of Agriculture:
  Forest Service 19
Alaska Natural Gas Transportation System:
  Office of the Federal Inspector 141

WEDNESDAY, APRIL 22, 1981

Department of Energy 171

THURSDAY, APRIL 23, 1981

Department of the Interior:
  Heritage Conservation and Recreation Service 211
Department of Health and Human Services:
  Indian Health Services 345

FRIDAY, APRIL 24, 1981

Department of Energy:
  Environmental Protection, Safety, and Emergency Preparedness 423

TUESDAY, APRIL 28, 1981

National Endowment for the Arts 485
National Endowment for the Humanities 573

WEDNESDAY, APRIL 29, 1981

Department of Energy 617
  Energy Information Administration 687

THURSDAY, APRIL 30, 1981

Department of the Interior:
  National Park Service 707

DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS FOR FISCAL YEAR 1982

TUESDAY, APRIL 21, 1981

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met at 1:15 p.m., in room 1114, Everett McKinley Dirksen Senate Office Building, Hon. James A. McClure (chairman) presiding.

Present: Senators McClure and Andrews.

PENNSYLVANIA AVENUE DEVELOPMENT CORPORATION

STATEMENT OF MAX N. BERRY, CHAIRMAN

ACCOMPANIED BY:
- W. ANDERSON BARNES, EXECUTIVE DIRECTOR
- F. DAVID HARRIS, ASSISTANT DIRECTOR, FINANCE
- THOMAS J. REGAN, DIRECTOR OF OPERATIONS

1981 APPROPRIATION AND 1982 BUDGET REQUEST

Senator MCCLURE. The subcommittee will come to order.

Good afternoon. This is the time scheduled to review the fiscal year 1982 budget requests for the Pennsylvania Avenue Development Corporation, the Forest Service, and the Federal Inspector for the Alaska Gas Pipeline.

We will begin with PADC whose budget request totals $19 million, a decrease of $12 million below the fiscal year 1981 appropriations to date.

PREPARED STATEMENT

Mr. Berry, if you would first introduce your associates, you may then proceed to highlight your opening statement, the full text of which will be included in the record.

[The statement follows:]

STATEMENT OF MAX N. BERRY

My name is Max N. Berry, and I am Chairman of the Pennsylvania Avenue Development Corporation. Appearing with me today is W. Anderson Barnes, Executive Director. Other members of the Corporation's senior staff who are present at the witness table are Thomas Regan, Director of Operations, and F. David Harris, Assistant Director, Finance. Several other senior staff members of PADC are in attendance today, including Charles Gueli, Development Director; Peter Meszoly, General Counsel; Jerry Smedley, Director of Real Estate, and Alexander Milin, Financial Manager.

Today is the first opportunity I have had to appear before the subcommittee since my appointment as Chairman on July 23, 1980. As the third permanent chairman since the Pennsylvania Avenue Development Corporation was created by an act of Congress in 1972, my tenure begins at an exciting stage of the program for modernizing and upgrading Pennsylvania Avenue and rebuilding and revitalizing its adjacent squares.

I welcome the opportunity to serve in this new capacity, and hope to build upon the contributions of previous chairmen of PADC. As a resident of Washington, D.C. for the past 21 years, I have long had an intense interest in the city, and appreciate the symbolic importance of Pennsylvania Avenue. Pennsylvania Avenue, which has been described as the "avenue of the Presidents" and the "main street of the Nation," is fresh in the minds of everyone who witnessed personally or through television the recent Presidential inaugural procession along this thoroughfare, as well as the spontaneous celebration occurring here on the occasion of the visit to the White House of the Americans who had been released from captivity in Iran. The Nation's most important thoroughfare, connecting the Capitol and the White House, should be a source of pride to all citizens of this Nation.

Because of the support of this subcommittee, the Congress, and past administrations, the Pennsylvania Avenue Development Corporation has made what I consider to be commendable progress in making the avenue attractive and lively. The fiscal year 1982 budget request now before you will permit the process of rebuilding the project area to continue forward toward its completion.

The Pennsylvania Avenue Development Corporation budget request totals $19,040,000 for fiscal year 1982, with such sums to be utilized for public development activities, land acquisition, and the salary and administrative expenses of the agency.

The public development component of PADC's fiscal year 1982 request totals $14,200,000. The bulk of these funds—$12,850,000—are needed for continued public improvements work on the avenue and adjacent public spaces. The requested appropriation will provide for the completion of construction to the avenue's sidewalks and roadway between 9th and 10th Streets; construction of similar improvements in the Seventh through Ninth Streets area; creation of a planned new park at what is now John Marshall Place; improvements to 11th Street, and F Street between 13th and 14th Streets; and partial construction of improvements to the avenue between Third and Sixth Streets. The balance of the public development request would be utilized for support costs of the program and include demolition, interest on U.S. Treasury borrowings, and various study costs.

The land acquisition component of this total budget request is $2,500,000 in additional borrowing authority from the U.S. Treasury. The requested borrowing authority would be utilized for acquisition of a portion of the site on square 408 which is to become part of the major public plaza planned as Market Square.

The salary and expenses component of the budget request is $2,340,000, an amount sufficient for the administrative expenses of an agency having a somewhat reduced staffing level in fiscal year 1982.

The basic thrust of the activities planned with the requested fiscal year 1982 budget authority is continued development of the eastern project area, east of the FBI Building. While on this subject, I would like to briefly summarize development progress that has occurred in the western portion of the project area through 1981.

The public areas are being vastly improved between 10th and 15th Streets. Already completed and open for public use since November 1980 is the rectangular Western Plaza, which highlights the avenue between 13th and 14th Streets. Adjacent to it and nearing completion is Pershing Park, which will have extensive new plantings, landscaping, reflecting pool, and food kiosk attractions which substantially improve upon what formerly existed there. Pershing Park's opening ceremony will take place on May 14, 1981. The new sidewalks now completed or approaching completion on the south side of the avenue between 10th and 15th Streets offer attractive new paving materials, trees, and a much-improved street and sidewalk lighting system. During fiscal year 1981, substantial portions of the avenue roadways will have been rebuilt between 10th and 15th Streets.

On the squares in the western project area, four new projects are completed or underway. Two new office buildings developed privately on squares 291 and 254 are completed or substantially completed (and have been fully leased to high-quality tenants).

Commencement of two PADC-sponsored projects will occur shortly. These are the Willard Hotel renovation and addition on square 225, and the Quadrangle/Marriott companies' office, hotel, and retail project on square 254. Both of these projects are situated on PADC-owned land, which is leased to the developers on a long-term basis. Together these four square projects signal a major economic revival on the west end of Pennsylvania Avenue. Additional development projects on adjacent squares 348 and 322 appear likely in the near future.

Together, the public area improvements and the new square projects are transforming Pennsylvania Avenue from the drab and worn street that it once was to the interesting and attractive area that it can—and should—be. In short, the combination of Federal Government and private investment is working to produce the kind of setting that is appropriate for this symbolic, historic thoroughfare.

The budget request now before you for consideration will further the rebuilding and revitalizing of the Pennsylvania Avenue corridor.

INTRODUCTION OF ASSOCIATES

Senator McCLURE. Proceed Mr. Berry, please.

Mr. BERRY. Thank you very much, Mr. Chairman.

My name is Max N. Berry, and I am Chairman of the Pennsylvania Avenue Development Corporation. With me today are the following senior staff members of PADC: W. Anderson Barnes, Executive Director; Thomas J. Regan, on my left, Director of Operations; and F. David Harris, next to Mr. Barnes, who is Assistant Director of Finance.

PUBLIC IMPROVEMENTS AND LAND ACQUISITION ACTIVITIES

I am pleased to be here. We appreciate your having this hearing. It is an honor for me to represent an agency of the Federal Government whose activities I have followed since my appointment as chairman on July 23, 1980.

I am the third permanent chairman of the Pennsylvania Avenue Development Corporation and I appreciate this opportunity to participate in bringing to fruition the rebuilding of Pennsylvania Avenue.

I have been a resident of the city for 21 years and, like many others, have felt that the Nation's main street, which connects the Capitol and White House, should be a source of pride to all the citizens of our country. I have joined the Pennsylvania Avenue Development Corporation at a time when much has already been accomplished, but much more has yet to be accomplished before the objectives of the Pennsylvania Avenue plan are realized.

The fiscal year 1982 budget request on which we are here to testify this afternoon provides funding for a continuation of the public improvements and land acquisition activities so important to the revitalization of Pennsylvania Avenue.

PADC's fiscal year 1982 budget request totals $19,040,000 and consists of component requests of $14,200,000 for public development, $2,500,000 for land acquisition, and $2,340,000 for salaries and expenses.

The public development request will provide funds for substantial public improvements work in the eastern portion of the avenue between Third and 10th Streets, and selected improvements on side streets in the western project area.

The public development request also includes funds for various program support costs: demolition, accumulated interest on certain U.S. Treasury borrowings, and the cost of essential development studies.

The land acquisition funds requested will be applied to the purchase of that portion of square 408 which will be joined with other public spaces to form the public park at Market Square.

The salaries and expenses request provides for the administrative expenses of an agency which will have a somewhat reduced staffing level in fiscal year 1982.

Pennsylvania Avenue should become an exciting, vibrant place to live, work, and visit. I am personally committed to doing all that I can to encourage creative development projects and maximize vitalization of public spaces along Pennsylvania Avenue in a fitting way for America's main street.

The support by the Congress of the objectives of PADC's program has resulted in a number of noteworthy public improvements and land development projects. Your support of the fiscal year 1982 budget request before you now will permit additional progress toward completion of this worthy project.

I and my staff will be happy to respond to any questions you may have on our progress to date or the budget request.

Thank you very much. We are ready to answer your questions, and I know that you have received our book of facts and statistics, which are probably in front of you. The statement was brief but we are ready to answer any questions.

Senator McClure. Thank you, Mr. Berry.

INCENTIVE AWARDS

Included in your salaries and expense account is $16,000 for incentive awards. This amount, while small in total, would allow PADC to give bonuses of $1,200 annually to one-third of your projected 39 employees.

What has been the average size of the incentive bonuses in the past and how many employees, on the average, receive them annually?

Mr. Berry. I will refer in a moment to our Director of Finance for a more specific answer to your question, Mr. Chairman.

This past year we did not issue any bonuses. It was a period during which we didn't have a chairman for much of the time, and I came in late in the period and thought it would be better to wait for the coming year to become more familiar with the personnel.

I know that the requirements are that these bonuses should be encouraged, and I am now going about the business of looking at certain individuals within the Corporation with the thought that they could receive bonuses in this period.

I haven't made a decision yet on that.

Dave, would you like to add something?

INCENTIVE AWARDS: DOLLAR AMOUNTS AND NUMBERS

Mr. HARRIS. We can answer more completely for the record, Mr. Chairman. The last time we gave out bonuses, as Mr. Berry indicated, was in 1979. There were no incentive awards in 1980. And I can supply the precise dollar amounts and numbers for the record.

Senator McCLURE. If you will do so I would appreciate it.

[The information follows:]

For fiscal year 1979, cash incentive awards were given to 14 employees in a total amount of $22,675.

INCENTIVES FOR SUPERIOR LABOR

Senator McCLURE. The bonuses are there to provide incentives for superior labor. There are some agencies that seem to have made awards on a routine basis, which this committee does not support. That is not their purpose, nor should it be utilized as such. But, nevertheless, it is there to provide the flexibility and management that sometimes a more rigid salary schedule does not permit.

Your salaries and expense account increased substantially in fiscal year 1981 and the increase was justified on the basis of increased staff. You were not allowed to hire all of the staff and now will be facing further reductions. Is the total requested in salaries and expenses required for the coming fiscal year?

Mr. BERRY. Yes, it is, Mr. Chairman.

The total required will allow the agency to maintain a somewhat reduced staff level. We are not in a position to increase our staff but rather to decrease it, and we must decrease it in two steps, first in September and then again in the following year.

The salaries are different than the expenses, and the salary portion of the salaries and expenses are really not the item that is being increased.

Am I right on that, Dave?

Mr. HARRIS. Yes; to expand on this answer, the total salaries and expenses budget has risen at an average rate over the past 2 years of about 6 percent, which means we are shrinking in real, uninflated dollars at the time the program has been expanded. A number of the specific increases that we have requested for 1982 relate to a move requested by the GSA from space we occupy at the Pennsylvania Avenue building at 13th and Pennsylvania Avenue. That means we will incur the costs of the move itself and those of any furniture and materials necessitated by the move to new space.

I might say we are substantially underfunded in the standard level user charge category in that we are requesting an amount about equal to an annual rental payment of $8 a square foot. If by chance we were able to stay in our present space and did not move, we'd have to ask for an additional $75,000 because of the increase in rent that would occur as a result of the termination of the current lease and the commencement of a new lease.

I think this is a sparse budget reflecting some serious underfunding in some object class areas and anticipation of a very expensive move to another building next spring.

Senator McClure. If I understand you correctly, your answer is it is not salaries you're looking at.

Mr. Berry. It is other expenses.

Mr. Harris. That's correct.

OFFICE RELOCATION

Mr. Berry. To back up the last statement, we have been notified by the owners of the building we are in now that we must be out of that building by March 1982.

Senator McClure. But not during this fiscal or calendar year.

Mr. Berry. Fiscal year 1982 but not this calendar year; that is right.

Senator McClure. Have you selected a new location?

Mr. Harris. At this point in time, a definitive new location for PADC's offices has not been selected. However, we have been informed by OMB that we are likely candidates for occupancy of space in the Old Post Office Building, when its current renovation by the General Services Administration is completed next fiscal year.

Senator McClure. It was thought you might have to move last year and, as a consequence, an increase of $30,000 of the requested increase of $175,000 was allowed for the standard level user charge. As you will not be moving in fiscal year 1981, will the total $125,000 be used for leasing existing quarters?

Mr. Harris. Yes, sir. That reflects an increase in rent on the space where we were based on the terms of the lease between GSA and the owner of the building. It includes a rate of some $8 a foot plus certain utility passthroughs for the space we are in now.

Senator McClure. That is provided for by the existing lease.

Mr. Harris. Between GSA and the owner. We participate in something called the standard level user charge as other Federal agencies do, and the $125,000 covers that cost.

LAND ACQUISITION

Senator McClure. Funding for the purchase of squares 408 and 458 was proposed in the original fiscal year 1981 budget but withdrawn in the March revisions of last year. The revisions to the fiscal year 1982 budget will again result in the delay of the purchase of square 458 and allow for the purchase of only a portion of square 408. Have you any estimate of the increased cost to purchase these properties as a result of the delay?

Mr. Harris. Prices in that section of the city, Mr. Chairman, have increased from approximately $10 per FAR foot, which is the way they measure real estate values in the city—you multiply that by the zoning allowance of floor-area ratio to get the land price. They have risen conservatively to the $25 to $40 per FAR foot range in parts of town. The Corporation did purchase at approximately $10 per FAR foot the old Lansburgh's department store sites and Kann's department store site in 1978. Those properties are now worth, conservatively speaking, three to four times what the Corporation paid for them. They have been increasing in value at a substantially faster rate than the interest we pay to the U.S. Treasury for the loans we used to purchase those properties.

The answer is a substantial amount of money is going to be involved by further delay.

Senator McCLURE. Could you give that to me in dollars?

Mr. HARRIS. I can submit an estimated amount based on input from our appraisers for the record.

Senator McCLURE. Will you do so, please.

[The information follows:]

The increased cost of delaying the acquisition of the properties in square 408 and 458 to fiscal year 1983 is projected to be $3.5 million. If delayed to fiscal year 1984 the increased cost is estimated at $5.25 million.

PROFIT FOR U.S. GOVERNMENT

Senator McCLURE. Will the Government make a profit on those properties once they are developed?

Mr. HARRIS. Yes and no, Mr. Chairman. In part the Kann's site for the most part will be devoted to public park use, the Market Square Park, and we have asked for funds to complete purchase of that site at the southern half of square 408.

I think on the development portions, the Lansburgh's department store and the northern portion of the Kann's site that will be a development site—a substantial gain for the taxpayers will be made on those as they are melded into the development sites as that goes forward.

PROFITABILITY OF LAND ACQUIRED

Senator McCLURE. You will make a profit on that part which is developed?

Mr. HARRIS. Yes, sir.

Senator McCLURE. What proportion of the total?

Mr. HARRIS. I can't answer that off the top of my head.

Senator McCLURE. Will you provide it?

[The information follows:]

Approximately 75 percent of the Lansburgh's and Kann's sites will be used for development, with the balance to be public space. Although the future profitability of the sites cannot be measured, it is true that the market value of the land has increased at a rate in excess of 40 percent per year since acquisition by PADC.

MASTER PLAN REVISION

Mr. HARRIS. There is a master plan revision, a restudy of the whole area east of the FBI site that is going forward with funds requested and appropriated by the Congress. When that is completed this summer, or possibly this fall, there may be a substantial revision of the plans, and that is part of the reason for our not knowing precisely what we are going to do down there.

Senator McCLURE. If additional borrowing authority, above the $2.5 million requested, were provided, could you guarantee an eventual profit to the Government on the lease or sale of squares 457, 458, 408, and 432?

Mr. HARRIS. "Guarantee" is a large word, Mr. Chairman. Part of the study that is going forward is to examine the question of how to produce the mixed use our plan calls for, including issues of housing, reduced density, and public use areas which are the most problematic financial aspect of the area. We are trying to come up with a mixed-use plan which will provide not only housing but hotel, retail, and office use, which will not result in a writedown of value, hopefully.

The original plan, as you probably know, called for a substantial diminution of value east of the FBI Building based on possible residential use. At the present time we are trying to come up with a plan which will ameliorate, maybe eliminate, and probably make a profit for the taxpayers.

Senator McClure. That will depend on a change in the character of the proposed use?

Mr. Berry. Not a change in the character because the housing will be an important element, but balancing the whole area with office and retail which will then help put it into more of a profit area for the developers. And we think if the right mix is there it would be consistent with the plan and still give a small profit.

Senator McClure. But if the original plan is adhered to, there would not be?

Mr. Berry. There is no final determination of that. I think the original plan called for 1,500 units of housing. But the area is such that it can have in addition supporting other structures such as office building and retail, restaurants and a hotel.

Senator McClure. In addition to the 1,500 units?

Mr. Berry. Yes, sir, that is correct. And we are working on that now. We have not finalized those plans. We are working on them very diligently and have several studies going on to support what we hope will ultimately be a good decision in that area. Because of its importance, we are not working 100 miles an hour on it but rather in a slower fashion so we might feel comfortable, and hopefully you will feel comfortable, that what we will finally recommend will be correct.

WILLARD HOTEL

Senator McClure. The renovation of the Willard Hotel, which is owned by PADC, and the development of the adjacent site was to be accomplished entirely through private financing. The successful developer, however, first approached PADC for $5 million in historic preservation funds and then requested $15 to $20 million from the D.C. government in a UDAG grant to support the project. Will the renovation and new construction, indeed, be supported entirely by private financing?

Mr. Berry. At this moment in time, Mr. Chairman, I cannot answer that question. I can, though, give an explanation which might be of assistance which should lead to an answer in the near future.

At the time of the public bidding on the Willard, as I understand it, there were several oral statements made by the potential developers, some of which did say they would not require any kind of Government-subsidized financing.

However, there were a lot of other factors at that time, and there was no requirement to finance the Willard project that it must strictly be by private financing—no legal requirement in the least.

Whether or not the current application by the Willard-Fairmont development team for a UDAG grant is successful or not, we in the PADC really can't venture an answer on that because we are not part of that procedural process.

We are hopeful that the terms of the existing lease with the Willard-Fairmont, which has a due date of June 7, will successfully be met by that development team. If it is not, we have a series of provisions under the lease which will then come about. But I am not in a position to answer at this time what is going to happen, nor am I in a position to answer that. I guess HUD would be the one to answer that.

Senator McClure. Will the Willard site be leased or sold?

Mr. Berry. Leased.

Senator McClure. When can we expect to see some return on our investment in that site?

Mr. Berry. Right now. As of last December, rent is being received by the Government on the Willard site, so we are getting a return on our investment now.

Senator McClure. What is the amount of that rent?

Mr. Harris. An annual rate of $800,000 a year, Mr. Chairman.

Mr. Barnes. In addition, the lease states that the Corporation participates in the future profitability of the project once it is up and operating, and there are also provisions for escalation over time to adjust for inflation.

Senator McClure. Those are fixed terms?

Mr. Barnes. The provisions of the lease are fixed, but they provide for an increasing rate of return as the project becomes more successful in the future and as inflation takes place in the future.

Senator McClure. Has the Corporation extended the June deadline for the developer to obtain the financing for the Willard project?

Mr. Berry. No, it has not.

Senator McClure. Have they asked for an extension?

Mr. Berry. Not as of this date, sir.

NAVAL MEMORIAL

Senator McClure. The total project cost of the naval memorial is estimated between $5 and $10 million. Have we assurance that the total amount will be raised privately and that there won't be an attempt to secure funding through the Defense appropriations bill or some other mechanism?

Mr. Berry. We have an assurance from the Naval Memorial Committee that it will be completely private money and not Government money——

Senator McClure. Is that a different assurance from the kind of assurance we had that the Willard Hotel would be completely private, or the same kind of assurance?

Mr. BERRY. In the earlier case, with the Willard, there was no legal requirement as to private versus public funding, whereas in this situation we have an agreement with the Naval Memorial Committee that it will all be private.

NONPROFIT FOUNDATION

Senator MCCLURE. Mr. Berry, in a recent Washington Post article on February 23, it was mentioned that you are interested in establishing a nonprofit foundation which would support arts activities on the avenue. Is that just an idea or have any steps been taken to bring such a foundation into being?

Mr. BERRY. Mr. Chairman, I am pleased to report that it is much more than just an idea. It started as an idea, and at our last Board meeting, which was held in March, our Board of Directors approved that a foundation be created, a C-3 foundation, which would be separate from the PADC, and requested that at our next Board meeting, which will be May 13, that a proposed set of articles and bylaws be submitted for the Board's consideration and, hopefully, approval.

I might just add to that that the reasons why this foundation became an idea that seems to be heading toward becoming a reality is that the avenue cries out for certain things which are costly and which we do not think can be or perhaps even should be financed publicly. And these things would range from the acquisition of important and perhaps not important or not famous works of art to embellish the avenue, permanent acquisitions; also the obtaining of temporary shows which would come in and out the avenue. Those are very expensive items, those first two.

In addition, the foundation concept would permit a body of staff and Board of Directors of that foundation to support financially and in concept many different types of festivities which could take place along the avenue—national festivals, music, art, ethnic festivals. And this, of course, gets expensive.

And the other thought is that this foundation could live on after the life of the PADC and could keep an ongoing stream of festivals and talent, perhaps street talent like you see in Philadelphia or Boston or San Francisco, which could properly entertain the people, tourists and citizens coming to Pennsylvania Avenue, through music in the squares and parks or on the street—jugglers or mimes or musicians—and give it a wonderful atmosphere.

It would all cost money, and the foundation concept would be that money would be completely raised privately throughout America. It would be a private enterprise which would serve the avenue well and would give the corporations and other entities in America, other foundations, the opportunity to make Pennsylvania Avenue what it really ought to be, and therefore become sort of a partner with the avenue in making it a wonderful place to come.

Senator MCCLURE. Has the Corporation taken any steps with respect to the foundation to make certain that it's wholly and totally privately funded, or is this going to be like some of the others we have seen in the past where it starts out with a private foundation and private funding, then applies for Federal funds for other program activities and eventually comes back to us for permanent authorization and permanent appropriations?

Mr. BERRY. We have not yet approved the final set of bylaws and articles, but let me assure you that in that language, and expecting hopefully that it will be approved, there will be express terms that the complete funding of the foundation's efforts from time on will be from the private sector. It is going to be made extremely clear. And that is really the way that we feel it should be.

Senator MCCLURE. Well, I think on the surface of it the idea of a private foundation is very appealing. Our experience, however, has been that those good ideas eventually become public charges. I don't know how you guarantee against that.

Mr. BERRY. We could guarantee it, of course, in the language in the creation of the entity. We can also, in the fact that we will probably be in existence, the PADC, for about the first 10 years of that foundation, do a lot to set the tone for the efforts of the foundation from then on.

And it is very important, the initial concept—and I will boast a little bit and say it's my idea—it is a very important concept that it be a completely private endeavor helping out the country. And it is a natural when one thinks about it that it should stay that way because that's a way that foundations and corporations and individuals in the country could, looking at the avenue as the Nation's main street, make their contributions large and small.

And once that concept becomes adopted over a decade, I have a good feeling that that is how it will keep going. Because if we can interest those who seem to be interested already in it, there is more than the wherewithal to keep it that way. And hopefully it will set a precedent perhaps for others around the country who might want to do the same thing.

Senator MCCLURE. Let me express a little cautious skepticism because I have been around here long enough to have seen some others start with the same degree of enthusiasm and confidence, for which we are now appropriating from the general fund on an annual basis. Unless it is fully endowed at the outset, I don't know how to avoid that. And once it is started there will be an extreme pressure to maintain it.

I understand your enthusiasm for it, and I hope if it is done that your judgment is correct.

Mr. BERRY. Well, I appreciate your hope and also your caution. What we envision is not to set the world on fire in that first year or two of the foundation's life. We expect to do it initially perhaps slowly—if it goes faster, that's fine—to build up some seed money and obtain a very small staff. And the first job, if it is approved by our Board, will be to form a Board of Directors of up to 25 entities.

Now, approximately 22 of those will be represented from around the country, I would say the chief executive officers of some of our large corporate entities or foundations. The PADC itself, while it is in existence, will have two or three on the Board, again carefully selected.

The whole thrust of the Board will be set out, not only in the language but because of the nature of the Board—I think it will be entities who can afford themselves the mission of doing it all within the foundation and not seeking Government money. And I do not think that the lack of capitalization perhaps at the very beginning is going to lead us into coming to the Government for funding. That would be completely opposite of our intent and goals and expressed language. And I think we are going to be an exception to the rule, and the only thing I can say is I hope 3 or 4 years from now when you're looking at that foundation you will be able to agree with my thoughts.

Senator McCLURE. Well, I hope so, but again I am cautiously skeptical, and the track record of the immediate past is on my side, not on yours. So you may well be the exception to the rule. But it would be an exception.

Mr. BERRY. I hear you, sir.

PUBLIC DEVELOPMENT

Senator McCLURE. $14.2 million is requested for public development. That is an increase of $100,000 over the fiscal year 1981 level. How much has been spent to date on public development?

Mr. BERRY. Tom Regan will be the best person to answer that.

Mr. REGAN. Mr. Chairman, so far we have spent approximately $49 million for public development.

Senator McCLURE. What is the current estimated total requirement for the public development activities?

Mr. REGAN. Within the public development activity there are several individual activities, the largest of which is the public improvements program, which is the construction of the avenue, the sidewalks, and the open spaces. That program is budgeted right now at $77.8 million.

Senator McCLURE. That is total, including past expenditures, or that is future expenditures?

Mr. REGAN. That is the total including the past and future expenditures.

Senator McCLURE. Do you plan to close 11th Street between E Street and Pennsylvania Avenue and F Street between 14th and 15th to vehicular traffic?

Mr. REGAN. No, sir. Eleventh Street is the subject of our side street improvements program between Pennsylvania Avenue and E Street. We intend to make improvements to the streets but not close the streets to vehicular traffic.

Senator McCLURE. Have you plans for any other side street improvements in addition to these areas?

Mr. REGAN. No, sir, we don't, except that we intend to encourage developers elsewhere in the project area to use upgraded materials in the environment around their buildings.

Senator McCLURE. How do you decide how far off the avenue you should venture to enhance the overall redevelopment project?

Mr. REGAN. The decisions for those two particular side streets were based primarily on the development which we are encouraging for the avenue itself. Eleventh Street between the avenue and E Street is critical to the significant developments we expect to occur on the two blocks between 10th and 11th Streets and between 11th and 12th Streets. The continuation of 11th Street as a retail space up to the Woodward and Lothrup department store and south to the Old Post Office made it a logical candidate to improve in the hopes of inducing additional retail into that area.

We felt it was critical to extend the F Street mall which the District has installed to complement the new development on the Garfinckel's block and our proposed development on the Willard square, square 225.

ADDITIONAL COMMITTEE QUESTIONS

Senator McClure. Thank you very much for your testimony. There may be some additional questions to be submitted in writing and, if so, we will be in touch with you.

Mr. Berry. Thank you, it's a pleasure to be here.

[The following questions were not asked at the hearing but were submitted to the Corporation for response subsequent to the hearing:]

ADDITIONAL COMMITTEE QUESTIONS

Salaries and Expenses

Question: The request for salaries and expenses is $2.3 million, a slight reduction from the fiscal 1981 appropriation. Your staff will also be reduced to 39 permanent positions. What is your current Congressionally-authorized ceiling as compared with the OMB allowance?

Answer: PADC's last budget request submission to the Congress, submitted in January, 1980 for fiscal year FY 1981, requested funding for 50 full time permanent positions. The amount requested for this number of positions was not reduced during the appropriations review process in either the Senate or the House of Representatives, although reductions were made to other requested areas of expenditure. Consequently, the Congressionally-authorized ceiling for FY 1981 is 50, whereas the OMB authorized permanent position employment ceiling by the end of the year is 42.

As of now, there is not yet a Congressional ceiling for FY 1982. OMB's currently projected ceiling for PADC for FY 1982 is 39, on a fulltime equivalent basis.

Question: PADC is to be a temporary organization. What is your present target date for completing your work?

Answer: As stated in The Pennsylvania Avenue Plan - 1974, the rebuilding of the public areas and the development of the squares in the project area is expected to require 12-15 years. Since PADC first received development funding in FY 1977, project completion should occur by FY 1992 or shortly thereafter.

Question: How does the staffing level impact on this target?

Answer: To the extent that PADC is compelled to operate with reduced staffing levels in the current and future fiscal years, the length of time required to complete carrying out the Plan will necessarily be stretched out.

Question: Have any employees received more than one incentive award over the last three years?

Answer: No PADC employee received more than one cash incentive award in the FY 1978 - FY 1980 period.

Question: Of the $345,000 requested for contracts, it is estimated that $50,000 will be used to renovate office space in your new quarters. If PADC moves into the Post Office Building, will this amount be sufficient to purchase "systems furniture" for which the building was designed, or do you plan to modify the space so as to make use of existing office furniture?

Answer: The $50,000 estimated for renovation costs assumed PADC would be moving to other commerical space, since at the time PADC's FY 1982 budget request was approved by OMB, PADC has not been informed of OMB's current intention to relocate our offices to the Old Post Office Building, when its ongoing renovation is completed next spring. In this context PADC planned to continue to use much if not all of its current furniture.

If, on the other hand, PADC relocates in the Old Post Office Building, it is expected that the subject $50,000 would be needed for partitioning and other kinds of modifications, and for any necessary purchases of office furniture. However, given the cost of totally replacing current furniture with new "systems" furniture, additional funds would likely be needed. As far as modification of the space in the Old Post Office Building to accommodate existing furniture is concerned, the cost would be prohibitively expensive, and not affordable within the confines of PADC FY 1982 salaries and expenses budget request.

In this context it is our understanding that Congress has appropriated some $2 million to GSA to help defray a substantial portion of the cost of the systems furniture needed by agencies moving into the Old Post Office Building.

Land Acquisition and Development

Question: $2.5 million is requested for land acquisition and development, a reduction of $12.5 million compared with the fiscal 1981 level. This will being you up to the currently-authorized ceiling, is that correct?

Answer: That is correct.

Question: Have you any projections of the additional requirements for land acquisition and development that will be needed before the Corporation's work is completed?

Answer: In order to complete the implementation of the Pennsylvania Avenue Plan (1974), the Corporation must purchase all or portions of sites not as yet funded for acquisition. If the Corporation were required to purchase all of each of the remaining sites, the cost in current 1981 dollars is estimated at $105,000,000. The cost of land in PADC's area is increasing at a rate well in excess of CPI and in excess of the cost of holding the properties.

Navy Memorial

Question: What is the status of design and planning for the proposed Naval Memorial to be located on Market Square?

Answer: The Corporation's Board of Directors approved, at its March 4, 1981 meeting, the request of the Navy Memorial Foundation's Board of Directors to locate the proposed memorial in the Corporation's Market Square Park to be located on the north side of the Avenue between Seventh and Ninth Streets, N.W. Planning for the

Park, including the memorial, has been ongoing for approximately one year. Design of the project is now in the consultant selection stage and design is scheduled to begin on October 1, 1981.

Question: An article in the Washington Post printed on the 23rd of February indicated that there would be seating for several thousand people around the Naval Memorial. How can such seating be provided without being an eyesore when not in use?

Answer: The Corporation staff worked on the problem of appearance when not in use with the Navy Memorial Foundation staff and the Corporation's Landscape Architecture Consultant, Sasaki Associates. The problem will be solved by designing much of the seating into the Park itself. This can be accomplished by utilizing seat walls surrounding fountains, planters and terraced steps as seating for performances. The more formal seating will be removable for the longer periods during which there are no performances (winter season). The design of these areas will be the subject of special attention to ensure they will be an integrated part of the Park design. Currently, solutions to this problem include a fountain in the pavement under the formal seating area which would be operational when the seating area is not in use.

Holocaust

Question: the Holocaust Memorial Commission is to select a site for a memorial/museum during the coming fiscal year. Have they been in touch with you to see if there would be a location on the Avenue which would be suitable for their needs?

Answer: PADC has been contacted by the Commission but as of this date they have not requested a meeting to discuss whether a site is available for their memorial/museum.

Public Development

Question: What portion of the funds provided for historic preservation in fiscal 1981 will be carried over the next year?

Answer: In fiscal year 1981, $2,048,000 was appropriated for historic preservation. Of that amount, an estimated $1,500,000 will be available to be carried over into fiscal year 1982 for use on specific projects at the appropriate time in coordination with square development.

Question: The justification states that the sidewalks on the north side of the Avenue will be widened by 50'. What will be the total width of the sidewalks?

Answer: The total width of the sidewalks along the north side of the Avenue will be, in general, seventy-five (75) feet. This width is not uniform because of the presence of historic structures in the seventy-five feet area that are to be retained. Examples of these buildings are the Willard and Washington Hotels, the Evening Star Building, the Apex Building, and the Atlantic Coastline Building at 6th Street. In these locations, the sidewalk will remain at its present width.

Question: If the sidewalks will be the existing width in front of buildings which are to be retained, it would seem that the effect of a sidewalk jutting in and out would not be very pleasing. Why are such sidewalks required?

Answer: The wide sidewalks are required to provide a pedestrian-use area to encourage day and night pedestrian life on the Avenue. The Corporation's Plan envisions uses in the setback areas such as sidewalk cafes, sidewalk vendors, information kiosks and entertainment. All of these uses would be paid for by private sources at no cost to the Government. In addition to the opportunity to provide round-the-clock uses, the setback area is designed to enhance the ambiance of the Avenue by providing space to introduce trees, decorative and pedestrian lighting, and street furniture. The overall improvements will result in an Avenue justifiably called the Main Street of America and one of the truly great ceremonial Avenues in the world.

DEPARTMENT OF AGRICULTURE

FOREST SERVICE

STATEMENT OF RICHARD E. LYNG, DEPUTY SECRETARY

ACCOMPANIED BY:

- JOHN CROWELL, ASSISTANT SECRETARY, DEPARTMENT OF NATURAL RESOURCES
- R. MAX PETERSON, CHIEF, FOREST SERVICE
- DOUGLAS R. LEISZ, ASSOCIATE CHIEF, FOREST SERVICE
- J. LAMAR BEASLEY, DEPUTY CHIEF, PROGRAMS AND LEGISLATION, FOREST SERVICE
- ROBERT E. BUCKMAN, DEPUTY CHIEF, RESEARCH, FOREST SERVICE
- RAYMOND M. HOUSLEY, DEPUTY CHIEF, NATIONAL FOREST SYSTEM, FOREST SERVICE
- EINAR L. ROGET, DEPUTY CHIEF, STATE AND PRIVATE FORESTRY, FOREST SERVICE
- JEROME A. MILES, DEPUTY CHIEF, ADMINISTRATION, FOREST SERVICE
- WILLIAM L. RICE, STAFF DIRECTOR, PROGRAM DEVELOPMENT AND BUDGET, FOREST SERVICE
- LEON H. ANDERSON, STAFF DIRECTOR, HUMAN RESOURCE PROGRAMS, FOREST SERVICE
- ROBERT L. SHERMAN, DEPUTY DIRECTOR, BUDGET AND LEGISLATIVE SYSTEMS

1981 APPROPRIATION AND 1982 BUDGET REQUEST

Senator McCLURE. This is the time scheduled to review the fiscal year 1982 budget request for the Forest Service. The Forest Service has a total fiscal year 1982 budget request of $2.2 billion pending before this committee. Excluding permanent appropriations, this is an increase of $183 million, or 13 percent, over 1981 appropriations to date. They also have one 1981 supplemental request for $100 million for firefighting expenses and another 1981 supplemental of $62.5 million for road construction. Further, the Forest Service has pending a pay supplemental of about $59.4 million for 1981.

PREPARED STATEMENT

I want to welcome before the committee Deputy Secretary Lyng and Chief Peterson. Mr. Lyng, we understand that you have a brief statement. We will print it in full in the record if you'd like to highlight it for us.

Mr. LYNG. Yes, Mr. Chairman. It is a pleasure for me to be here before this subcommittee for the first time, and I will submit my statement for the record.

[The statement follows:]

STATEMENT OF RICHARD E. LYNG

We welcome the opportunity to appear before you today to discuss the fiscal year 1982 budget of the Forest Service. This is the first time for me to appear before this subcommittee, and I look forward to working with you. I am accompanied by Max Peterson, Chief of the Forest Service.

During the past 2 months, I have participated in meetings with President Reagan in formulating policies to implement the program for economic recovery. So that the subcommittee will understand the context in whch the Forest Service budget recommendations were considered, I would like briefly to review the overall USDA budget and the impat of the proposed changes. The USDA program level, which represents the value of all loans, grants, and services USDA provides, was $42 billion in 1978 and was projected in the Carter budget to exceed $55 billion in 1981—a growth of 31 percent. The overall growth in program level was due primarily to increased funding for the domestic food assistance programs and increased demand for USDA credit support particularly in Farmers Home Administration programs.

The new budget is designed to curtail the growth in USDA program level by restricting them to $53 billion in 1981 and $47 billion in 1982. To do this requires dramatic action with respect to both food assistance programs and USDA credit activities.

The total program level reduction to the Carter budget in 1982 is $7.7 billion, or 14 percent. The major areas are (1) the combined activities of Farmers Home Administration, Rural Electrification Administration, and price support programs, which are reduced by $3.6 billion; (2) domestic food assistance programs which are reduced by $3.7 billion; and (3) the "all other" category of programs, which includes services such as soil conservation, research, extension, meat inspection, and a number of other activities. Total reductions in this category were $0.4 billion.

For 1982, the proposed budget for the Forest Service is $2.236 billion, which is $81 million above the current estimate for fiscal year 1981. Despite the necessity of budget cutbacks and reduced spending, the administration's proposal for the 1982 Forest Service budget has recognized the need to make investments which will improve the supply of products from national forests and nonindustrial private forest lands, and provide new research required to improve productivity on public and private lands.

The Federal Government realizes revenue from many Forest Service activities, the bulk of which is from the sale of timber. The Federal Government's timber management policies have major impacts on lumber and plywood prices and on regional timber-based economics. In addition, there are oil, gas, coal, and other energy minerals on national forest systems lands that can contribute to improving the Nation's energy supply outlook. National forests are also extremely important for recreation, wildlife, grazing, and water. We intend for the national forests to make contributions to economic progress with careful consideration of economic and environmental goals.

The revised budget includes a reduction of $73.8 million from the previous administration's proposal. In addition, revisions to the Youth Conservation Corps, Young Adult Conservation Corps, Land and Water Conservation Fund, forestry incentives program, and agricultural conservation program, while not part of this budget, will require additional program reductions.

As you know, competiton among different uses of national forests is intense. Timber supply is very tight in some regions, energy and mineral development continues to expand, and pressure for additional designation of lands as wilderness continues. Demand for other important uses is also increasing. The pressures on the Federal budget are intense and the administration is committed to controlling the growth of Federal spending. This will require paying very close attention to overall budget priorities. I look forward to working with the committee on these important matters.

I appreciated this opportunity to appear before you today. The Chief and I will be happy to answer any questions you may have.

INTRODUCTION OF ASSOCIATES

Mr. LYNG. I have with me on my right Chief Max Peterson of the Forest Service, and on my left the designated Assistant Sectetary for the Department of Natural Resources, John Crowell.

BUDGET REQUEST

The proposed budget for the Forest Service is $2.236 billion, which is $81 million above the current estimate for fiscal year 1981. We think the proposal for the 1982 Forest Service budget has recognized the need to make the kinds of investments that will improve the supply of products from the national forests and nonindustrial private forest lands, and also provide the new research that is required, we think, to improve productivity on public and private lands.

This revised budget includes a reduction of $73.8 million from the Carter administration's proposed budget.

As I explained to you, Mr. Chairman, I would like to be excused, and I'm sure that Chief Peterson and members of his staff will be able to respond to your questions. If you have anything you'd like me to submit for the record I'd be delighted to do so.

Senator McClure. Thank you very much, Mr. Lyng.

We are glad to see Mr. Crowell here with you, and some day he may have his papers all in order and be confirmed. I look forward to that possibility.

We are well aware of the pressures that are placed on the Forest Service budget as a result of the growth in other USDA programs that have been considered "uncontrollable" by prior administrations. As we are seeing, this administration is trying to redefine what is "controllable" and what is not.

I want to add my commendation to what others have given you for your contributions to that effort. Not only were you able to reduce the overall program level of USDA's January budget by 14 percent, you were able to limit the reductions to the Forest Service's January budget to about 3 percent. This is no small feat in today's economic climate.

I think Mr. Lyng, if there is nothing further you want to add now, your full statement and any questions we have submitted to you may be made part of the record.

Mr. Lyng. Thank you, Mr. Chairman.

Senator McClure. Thank you for being here.

STATEMENT OF R. MAX PETERSON, CHIEF, FOREST SERVICE

Mr. Peterson, you may highlight your statement for us. The entire statement, of course, will be made a part of the record. You can introduce whoever else may be contributing to the answers today so that the reporter may be able to get those in sequence as they respond.

Mr. Peterson. Thank you, Mr. Chairman. Since you have my statement for the record, in the interest of time I will just highlight it and submit the entire statement for the record.

[The statement follows:]

Statement of R. Max Peterson

I want to thank you for the opportunity of appearing before you today to discuss the Forest Service's 1982 budget.

The management of natural resources has become a matter of increasing concern in recent years because demand has been increasing more rapidly than supply. In this period of increasing demands, "renewable resources have drawn particular attention."

Before getting into the details of the budget proposals for 1982 and a review of 1980 accomplishments, I would like to share with you an overview of the 1979 RPA assessment and 1980 RPA program. These are required by the Forest and Rangeland Renewable Resources Planning Act of 1974 (RPA). The act provides the framework for a far-reaching program for managing natural resources. It directed the Secretary of Agriculture to develop an assessment in 1974, 1979, and every 10 years therafter; and to prepare a recommended program in 1975, 1980, and every 5 years thereafter. The assessment, recommended program, and revised statement of policy are used as basic guides for planning at the national forest and regional level as well as by State and private landowners in making decisions. New legislation, the overall economy, and current events must also be used in developing annual budget proposals.

1980 ACCOMPLISHMENTS

There were many accomplishments in 1980. Six million additional recreation visitor-days were recorded on the national forests in 1980 over 1979, for a total of 225 million. Forty percent of all recreation visitor-days on Federal land occur on national forests. With the help of various human resource programs, 1,653 miles of trails were constructed compared to our target of 1,213 miles. Most other targets were met or exceeded.

We exceeded our timber sale offered target of 12.2 billion board feet by 200 million board feet. This includes 1.9 billion board feet under the salvage sales program. We also met or exceeded targets for fuels management, mineral leases and permits processed, range forage improvements, wildlife habitat improvement, landowners assisted through the State and private forestry programs, improved utilization of wood, rural community fire protection grants, noxious farm weed control, and most of our human resource programs. We had no significant shortfalls in the resource areas. A detailed review of the 1980 targets and accomplishments is included in the fiscal year 1980 report of the Forest Service.

1982 BUDGET

RESEARCH

The forest research program is funded at $134.3 million, which is $1 million below their 1982 base level (base level is defined as funds needed to maintain 1981 goods and services). We will continue to emphasize eastern hardwoods research, softwoods timber supply research, rangeland rehabilitation research, anadromous fish research, and water and air quality research. We are convinced that carefully planned research investments offer some of the best opportunities for the Nation to improve forest productivity and wood utilization which will help relieve the upward pressure on forest product prices.

STATE AND PRIVATE FORESTRY

State and private forestry programs are funded at $69.5 million, which is $10.2 million below their 1982 base level. The 1982 program will be directed toward intensified surveillance and evaluation of forest insect and diseases, improved wood utilization and increased seedling production in State nurseries, and for improved technology transfer assistance to cooperators.

There are program reductions in rural fire protection and control, urban forestry assistance, Pinchot Institute, FIRESCOPE, the dutch elm disease demonstration projects, and the boundary waters canoe area grant program.

NATIONAL FOREST SYSTEM

The national forest system is funded at $958.7 million, which is $16.6 million below their 1982 base level. The proposed budget allows the Forest Service to meet several critical national objectives. For instance, the $5 million increase in minerals area management will provide for the additional processing of approximately 2,300 energy-related lease aplications and operating plans.

The $9 million increase in reforestation and stand improvement is needed to complete work on acres originally planned for the Young Adult Conservation Corps. This increase will enable the Forest Service to stay on the schedule to eliminate the feasible reforestation backlog by 1985.

Even though the overall Forest Service budget has been reduced, the proposed timber sales program of 11.9 billion board feet has been reatined at the level proposed by the previous administration. A constant or rising level of timber sales is essential to reduce inflationary pressures and to provide readily available timber to suppliers so they can respond promptly to market demands which will accompany an upswing in the housing market.

Program levels for fire protection, cooperative law enforcement, road and trail maintenance, recreation, wildlife, range, and soil and water management are below their 1982 base level but are at or above the 1981 appropriations.

CONSTRUCTION AND LAND ACQUISITION

The construction and land acquisition appropriation is proposed at $473.7 million. This is $32 million less than the Carter budget. Reductions to road construction funding will not reduce current or future years timber sales targets. Reductions will be made through improved management and efficiency and a review of our road standards and road reconstruction activities.

Funding for construction and rehabilitation of facilities is proposed at the 1981 level. Trail construction is proposed at $4.7 million, which is $1.2 million above 1981. There is no funding proposed for land acquisition.

A significant challenge faced by the Forest Service and administration in framing the budget request is the multiyear nature of much of our work. I'm sure the committee will also face this challenge in reviewing our budget.

An example of this multiyear element of our budget is in the timber sale program. We estimate that $936 million is needed for timber sale preparation, support costs, and roads to prepare 11.9 billion board feet of timber for sale in 1982. Actually, much of the work to prepare this volume was done in the previous 5 years (1977–81). In 1982, we will be working on timber sales that will be sold in 1982–85. Road location, design, and construction will be completed for roads that will be in use well after the year 2000.

Research on eastern hardwoods is another example of the multiyear nature of our work. Eastern hardwoods research may result in applications for 1982, but these results could be effective in 1983–2050 and beyond.

The RPA program looks at costs, outputs, and benefits over a timeframe much longer than 1 year. This program was used to guide the development of our 1982 budget and is particularly useful by giving attention to multiyear programs.

Another important task facing the Forest Service, as well as other Government agencies, is to increase the productivity of our employees. During the past 10 years the Forest Service has increased productivity by 13 percent (measured in 1980 dollars). The President has asked us to accomplish our objectives with a minimum number of Federal employees. The further reduction of 330 person-years called for in the budget revision as well as the proposed elimination of the Youth Conservation Corps and the Young Adult Conservation Corps will challenge us to increase our productivity even more. We are seeking new ways of doing business to accomplish our objectives more efficently with less employees.

I appreciate this opportunity to discuss these matters with you. I will be glad to answer any questions you might have.

ACCOMPLISHMENTS OF THE SERVICE

Mr. PETERSON. We have included on the first page of my statement some reference to 1980 accomplishments that indicates a continuing increase in recreation visitors to the national forests. We exceeded the amount of offered timber that was included in our 1980 budget, although the market as you know was down, which resulted in some of it not selling.

The Forest Service research program is funded at $134.3 million, which is $1 million below the 1982 base level, if you consider the inflationary impact. We are happy that we were able to keep the research budget at about the same level as last year because of the importance of research to continued productivity of our forest and rangelands.

The State and private forestry programs are funded at $69.5 million, which is $10.2 million below their 1982 base level. The 1982 program will be directed toward intensified surveillance and evaluation of forest insect and diseases, improved wood utilization, increased seedling production in State nurseries, and improved technology transfer assistance to cooperators.

The national forest system is funded at $958.7 million, which is $16.6 million below the 1982 base level.

In making reductions in the Forest Service budget this spring, we did attempt to keep at the 1981 level those activities that were essential to future productivity, goods and services that would reduce inflation. For example, we kept the timber sale program up. We increased the amount of money available for minerals activity so the minerals in national forests can be available to meet our critical mineral and energy needs.

INTRODUCTION OF ASSOCIATES

With that, Mr. Chairman, possibly I could introduce the staff that are with me.

Senator McClure. If you would, please.

Mr. Peterson. Doug Leisz on my left is the Associate Chief of the Forest Service; Lamar Beasley, Deputy Chief, Programs and Legislation, Forest Service; Bob Buckman, Deputy Chief for Research; Raymond Housley, Deputy Chief, National Forest System; Einar Roget, Deputy Chief, State and Private Forestry; Jerry Miles, Deputy Chief for Administration and former Budget Officer for the Department of Agriculture; Bill Rice, our Staff Director for Program Development and Budget; Leon Anderson, Staff Director for Human Resource Programs; and Robert Sherman, Deputy Director of Budget and Legislative Systems of the Department.

With that, Mr. Chairman, we will be glad to try to answer your questions.

Senator McClure. Thank you, Chief.

Mr. Peterson. I do have, Mr. Chairman, some charts so that at some point if you'd like me to brief the budget I can do that at your pleasure.

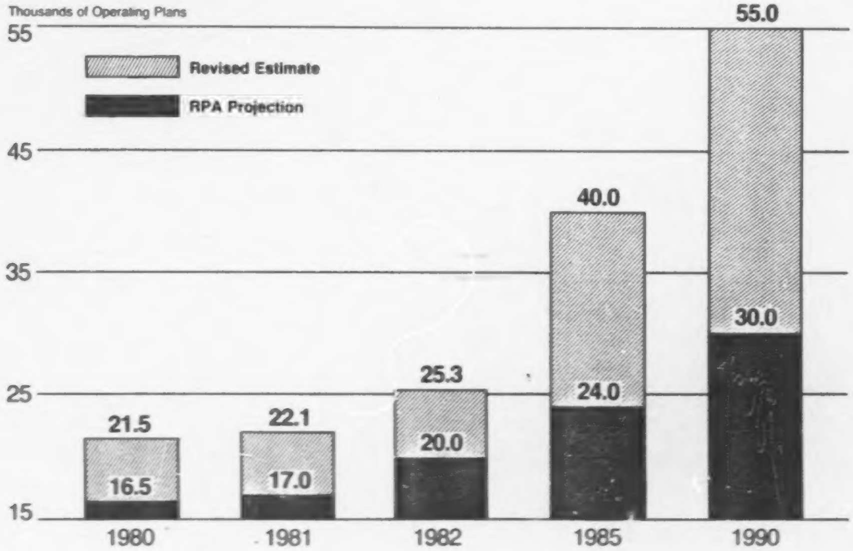
Senator McClure. Why don't I give you about 10 or 15 minutes to do that now, and we will be able to direct questions to both.

[The charts follows:]

Previous Administration's RPA Statement of Policy
Congressional Modification

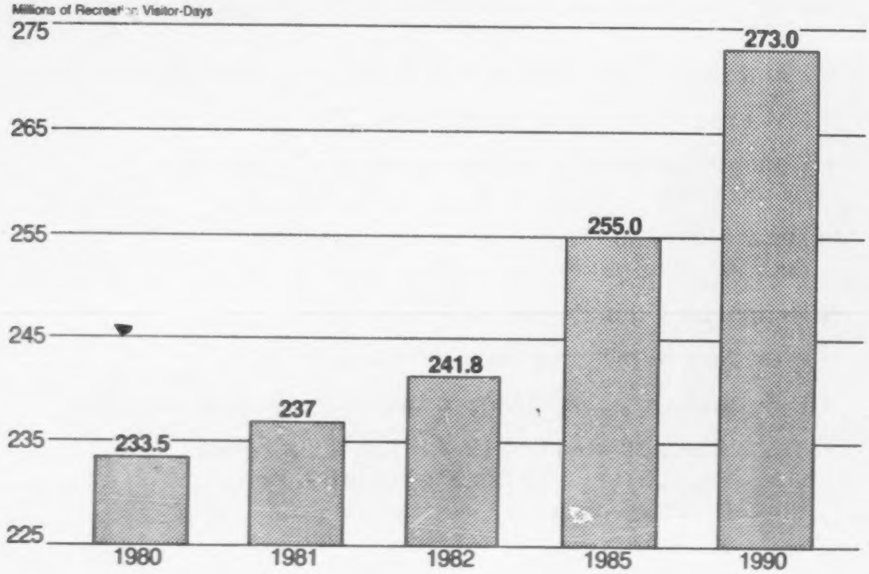
- **Maintain and enhance productivity on forested lands**
- **Net export of forest products by 2030**
- **Commercial timber lands brought to 90 percent of potential**
- **More protection from fire, erosion, insects, disease, and noxious weeds**
- **Rangelands maintained and enhanced**
- **Provide 310 million AUM's of forage by 2030**
- **Congress generally accepts the "High/Bound" program**
- **"High/Bound" may not be sufficient for range, watershed, state and private forestry, and timber management**

Minerals Program
National Forest System
Minerals Leases and Permits
1980 RPA Projection and Revised Estimate



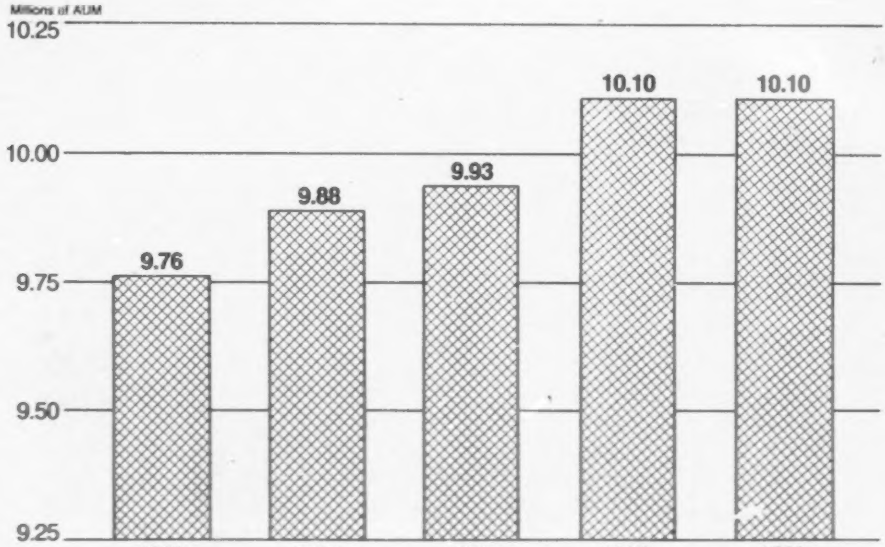
Recreation: National Forest System

Developed and Wilderness Use



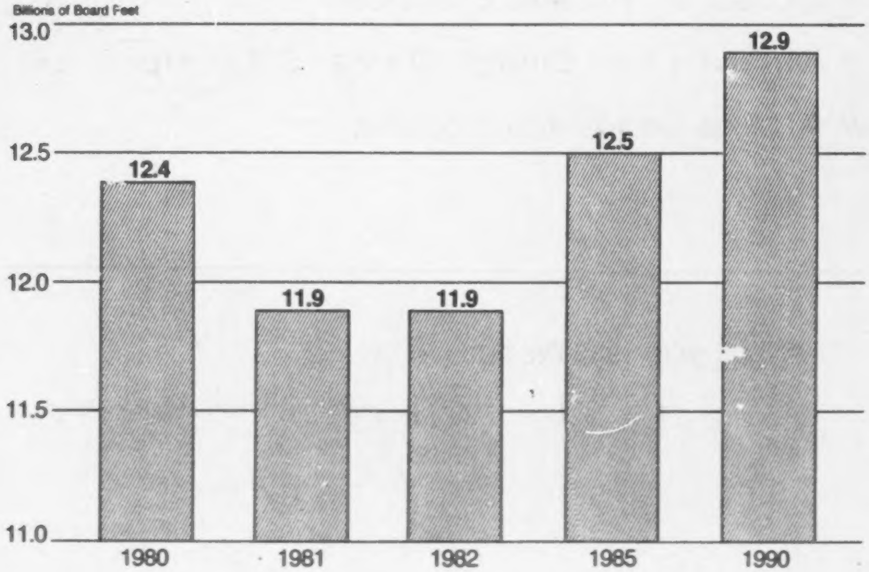
Range

National Forest System
Permitted Grazing Use



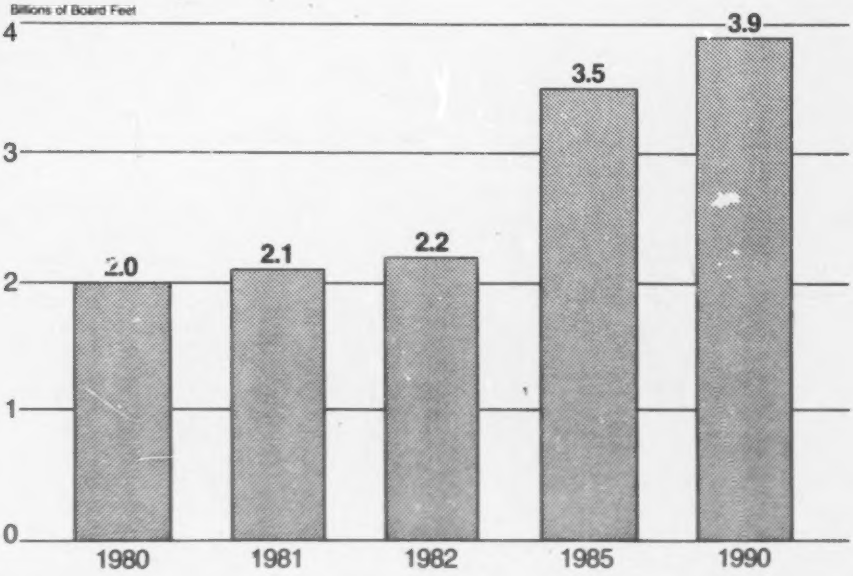
Timber

National Forest System Sales Offered



Timber

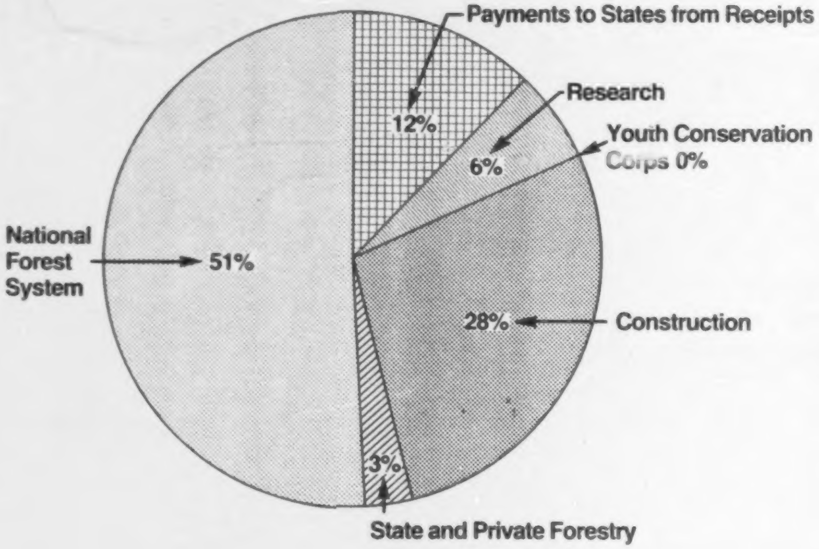
State and Private Forestry Cooperative Programs



Items which Occurred Since RPA Update

- Mount St. Helens Eruption
- Minerals and Energy Demand Acceleration
- Alaska Lands Legislation

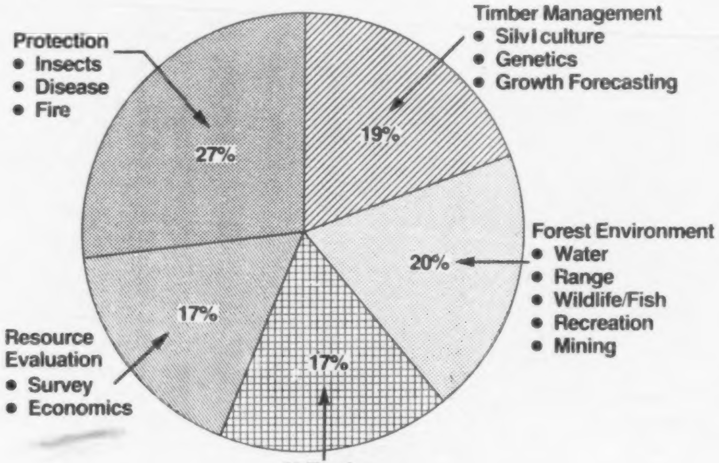
Distribution of 1982 President's Budget



Research

- Extending and Increasing the Soft Wood Timber Supply
- Eastern Hardwoods to Increase Timber Supply and Serve as a Substitute for Softwood
- Rangeland Rehabilitation
- Anadromous Fish Habitat
- Water and Air Quality

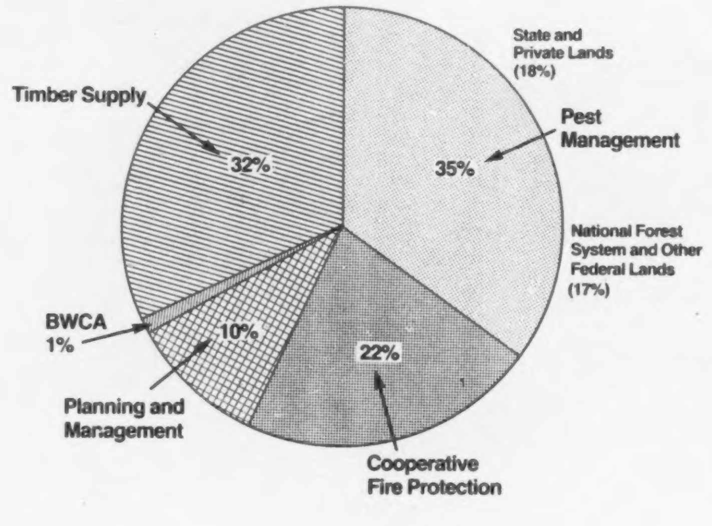
Research Program FY 1982



State and Private Forestry

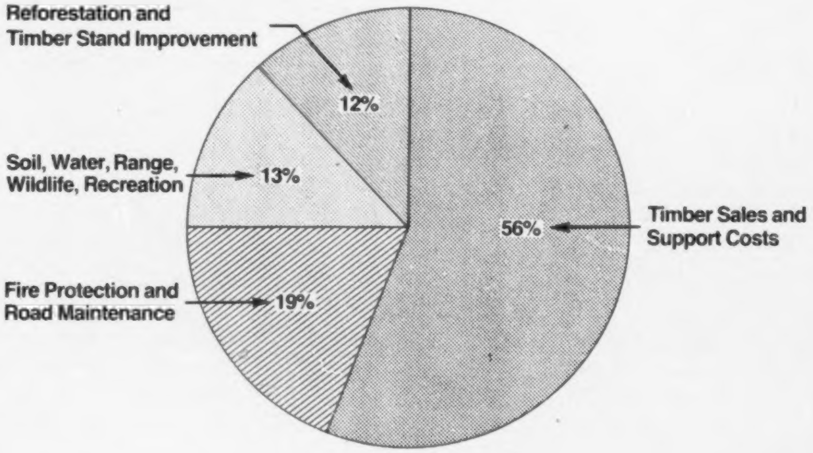
- Timber Supply
- Pest Management
- Fire Protection
- Planning and Management

State and Private Forestry FY 1982



National Forest System

- Minerals Intensification
- Land Exchange
- Intensify Timber Management on Good Sites
- Reduce Timber Losses Through Improved Pest Management
- Improve Utilization
- Adequate Maintenance of Recreation Facilities--Volunteers
- Improve Recreation Access
- Integrate Wildlife and Fish Habitat Improvement with Total Management
- Improve Range Condition
- Integrate Soil and Water Improvements with Total Management
- Gain Efficiencies in Transportation and Access Costs



National Forest System FY 1982

Funds Received from other Agencies

Program	1981 Program	1982 Jan.	1982 Revised	Difference from 1981
		(Million dollars)		
Youth Conservation Corps	21	21	—	−21
Young Adult Conservation Corps	62	20	20	−42
Land and Water Conservation Fund	74	47	?	−74
Other Programs	74	69	65	−9
Total, Allocated Funds	231	157	85	−146
Reduction to regular funds from previous proposal				−74
Total Reduction—up to				−220

LONG-TERM ASSESSMENT AND RENEWABLE RESOURCES

Mr. PETERSON. In preparing our budget it is important to look back at the long-term assessment of long-term renewable resources.

This indicates that we are seeing not only rapidly increasing demands for renewable resources but a slower increase in supplies, which has important economic, social, and environmental implications, such as intensified competition for the available supplies, higher costs to consumers, rising environmental costs, accelerated rate of use of nonrenewable resources, fewer and less satisfying outdoor recreational experiences, and a gradual deterioration in the quality of life.

Now, Mr. Chairman, unless we make investments in resources, these are the kinds of things that push inflation. So it is essential that we intensify the management if, in the long pull, we are going to be able to restrain inflation.

It is not necessary, though, that those conclusions come about. The Nation has a huge forest and rangeland resource base. There are over 740 million acres of forest land, 820 million acres of rangeland and so on. This base has the capacity to produce larger quantities of forest and rangeland products—enough to meet most projected demands.

There are opportunities for increased output in all regions, on all ownerships, and for all products. We have categorized those in three ways: There is intensified management of both public and private land; there is technical and financial assistance to private landowners; and there is research. I will describe each of those as we go through.

As you know, the RPA assessment process produced an RPA recommended program, which was stated as a high bound and a low bound the first time it came up. There was concern, as you know, that the high bound and low bound were not enough to provide future directions, so the Congress approved the high bound as a recommended program, and gave some additional directions, which we have presented here.

This direction is that we should maintain and enhance productivity on forested lands, and that we should seek to be a net exporter of forest products by the year 2030. Incidentally, this second item is technically feasible and is one item we had in the RPA earlier on—bring commercial timberland to 90 percent of potential, and so on.

We consider, Mr. Chairman, that the RPA program, as modified by this direction of Congress, is now the direction to the field for planning purposes. We no longer refer to the low bound.

Looking at projected increases, you are well aware of the accelerating demand for minerals. The green line here indicates the number of mineral leases and permits that we expected to get when we made our projection in 1979. The orange blocks are the additional numbers that we now expect, just 2 years later.

This is evidence of a rapidly increasing search for minerals, particularly energy minerals, but also other strategic minerals, from national forests.

Historically, national forests have been rather steep, difficult terrain, and it was much easier to drill in Oklahoma and some of the other flat country than to go through the Overthrust Belt that extends from Idaho to Montana. But the search in national forests for minerals is increasing; every time we estimate it, it goes up. We are attempting to catch up with it. This is the reason for the substantial increase in our budget for mineral leasing and permit activities.

Looking at recreation, in spite of the energy shortage, we are finding that the people are continuing to seek the out-of-doors. They are making fewer trips in some cases and staying longer, but this is an indication of a continuing increase in the use of the out-of-doors.

The national forests are well distributed throughout the country—in fact, 90 percent of the U.S. population is within 200 miles of a national forest. That accounts for the fact they have continued to increase in recreation use in spite of higher energy costs.

In the range activity, we have spent time and effort in getting ranges in satisfactory condition and stocking them accordingly. We have passed through that phase of it, and this indicates we are increasing grazing on the national forest a modest amount.

This chart shows the 1980 timber sale program of 12.4 billion board feet in accordance with congressional appropriations, 11.9 billion board feet in 1981 with 300 million board feet prepared but funding is not included to offer it for sale. And it is 11.9 billion board feet in 1982. The RPA program shows this going to 12.5 in 1985 or 12.9 by 1990. The 1982 budget does not provide for this.

This chart may be difficult for you to read, but it shows the importance of nonindustrial private land to the future timber supply of the country. We have to increase production on public land, industrial land, and private nonindustrial land. It is not an either/or. All of those lands will have to produce more to meet the projected demand going out to the year 2030, and particularly if we are going to become a net exporter of timber.

Much of this nonindustrial private land is in small ownerships, some 7 million individual owners, mostly farmers. Much of it is in the South and the East, but there are also substantial opportunities in the West.

As you know, the potential on industrial land is basically being taken advantage of by investments by industry. The significant challenge that we have is to bring those nonindustrial private forestlands on line over time to meet future needs.

A few things happened since we completed the RPA update that you are aware of.

The Mount St. Helens eruption occurred after we submitted the RPA. It was not included in the budget because decisions had not been made in the area.

Minerals and energy demand acceleration I have mentioned. We simply underestimated.

Next is the Alaska lands legislation which you have substantial familiarity with.

I will just quickly highlight where the budget dollars are—and we have about three more charts.

The distribution of the 1982 President's budget, about 51 percent is in what we call national forest system, 3 percent in State and private forestry. The 28 percent that is shown as construction is mostly related to the national forest system also but is separate technically. There is about 6 percent in forest research and about 12 percent in payments to States. That gives you a snapshot of where the dollars are.

We want to show you where, in framing the research program for 1982, we went back to the assessment and said, "Here are the things that can be done in research. We can extend and increase the softwood timber supply, recognizing you have to plant more trees for the future but use what you have now better at the same time."

So we are looking at extending and increasing the softwood timber supply.

The second challenge is to bring the hardwood supply on line. We grow about twice as much hardwood now as we utilize, so there is a substantial amount of material there. We call this eastern hardwood, but there is also a western component. We are looking at hardwoods to substitute for softwoods that are in short supply. In many places the hardwoods are a component of the timber sale. So if we could better utilize those hardwoods, we could substantially improve supply.

There is also a significant need for rangeland rehabilitation, for anadromous fish habitat improvement, and for water and air quality improvement.

Looking at those private lands that I mentioned before, we are looking at basically four initiatives in:

One is to focus on increasing the timber supply from those lands.

Second is to improve pest management—insect and disease protection.

Third, fire protection and fourth, improved planning and management.

For example, Mr. Chairman, we find many owners who still think stumpage is cheap and it does not pay to invest in timberland. A very simple price-reporting system that is available from private suppliers, private entrepreneurs, producing price information, is now being made available to the South. We think this will help owners make the decision whether to invest or not. That is being done on a trial basis, and if it proves successful, we will extend it nationwide.

In the State and private forestry budget, much goes into improving timber supply and things like cooperative fire protection and pest management, which includes all lands. Pest management assistance is available for national forest lands, Bureau of Land Management, the National Park Service, and other public and private lands, because insects know no boundaries. So this surveillance, detection, and suppression of pests is done throughout.

The final chart is for the national forest system and, as you would expect, 56 percent of the total national forest system budget is timber sales and support costs. Nineteen percent is for fire protection and road maintenance, 13 percent for soil, water, range, wildlife, and recreation, and 12 percent for reforestation and timber stand improvement.

Putting together our budget revision, we tried to protect, as I mentioned, those items that are necessary to restrain inflation in the long pull.

So you will have a complete understanding of our budget, I have one more chart.

This shows there are reductions in other departments' budgets that do affect us, as you know.

There is a reduction in the Youth Conservation Corps, which is now in the Interior budget; a reduction in the Young Adult Conservation Corps; and a reduction in the Land and Water Conservation Fund and other programs, which means our budget is down approximately 10 percent overall. We consider it a budget we can manage well next year.

It represents a responsible budget. If we can control inflation, we will be further ahead with a smaller budget than we would be with a bigger budget and having to deal with inflation.

Thank you.

Senator McClure. Thank you.

Senator Andrews.

Senator Andrews. Thank you, Mr. Chairman. As you undoubtedly know, I am interested in the grazing fees that are charged on the national grasslands and the disparity between the fees that are charged on Bureau of Land Management lands, the forestlands, and the national grasslands. In meetings I have had with officials from the Department over the last 3 or 4 years, it has become quite clear the figures you have been using to plug into the formula are at best nothing more than guesses.

The national grasslands people, as well as those of us in the Congress, have made requests to your office for the raw data that was used in setting the grasslands rates, and to date this information hasn't been supplied.

The Forest Service has indicated they used ESCS, now the Economic Statistics Service figures, yet ESCS indicated they never had such figures. So we have been getting nothing but a run-around for 3 years.

The basic problem that exists is that as of this spring grassland users are being asked to pay 55 percent higher fees than the users of BLM or forestlands. In some instances, this is land in the same State, county, and even township. The effect of this means users of grasslands are in a noncompetitive position with their neighbors across the fenceline. They are put in this position by the bureaucracy, totally unsubstantiated by any statute.

In 1978, as a matter of fact, Congress set up a formula for the use of BLM and forestlands. The national grasslands people, to the best of my knowledge, don't refute the formula. They question the indices plugged into that formula. At first the fees were only 8 percent apart, but now it's escalated to the 55 percent difference and we can't live with that. The grasslands people are only being asked to be treated like the others, and in work done by your own shop, the grazing fee review issued on January 15, 1979, the option you made is exactly what the grasslands users are asking for. I'd like to quote from that report.

> It provides national grasslands grazing fee systems for the Great Plains area that more closely represent the concepts and the principles of the legislated fee formula for national forests and BLM lands.

Now, my first question is: Since Congress mandated a formula and your task force indicated that using their figures most closely represents, as you say, the concept and principles of the legislative fee formula, why have you insisted on using assumed figures that aren't even backed up when we call back to the group that you tell us you got them from?

Mr. PETERSON. Well, this is a complicated subject, as you know. First let me say we are using the mandated formula. We are using the same formula for national grasslands as we are for national forests.

The difference is that the national forest and BLM fees, as mandated by law—we look at the western States. When you move to the Great Plains and use the data from the Great Plains, including the selling price of beef, which is a part of the formula, use the other numbers that come from there, along with starting with a different base which was established for those lands historically—a different starting index—then you get a different fee.

Senator ANDREWS. What do you mean "established historically"? Established by whom? Congress established the formula in the act of 1978. The other two shops are using that formula. You are going off on an ad hoc fishing expedition of your own with no formula to base yourself on.

Mr. PETERSON. We are using the same formula to establish the grazing fee for national forest land that BLM is using. The difference is that we are using the formula for the national grasslands. We are using the same formula, but the formula goes back to a 1966 base number.

Now, that 1966 base number, which is based on a western lifestock grazing survey, establishes a different base for national grasslands than is established for the other land. So you are starting with a different number.

Senator ANDREWS. Well, why wouldn't you take a look at the action of the Congress most recently, which was certainly the 1978 bill, and look at your fellow land managers in the Federal sector? And when you see they are using the latest formula as passed by Congress, how do you arrogate onto yourself that you want to go off someplace back here and come up with a formula that makes a 55-percent difference in land charge?

Mr. PETERSON. Apparently I am not making myself clear.

Senator ANDREWS. No, you aren't.

Mr. PETERSON. We are using the same, identical formula. We are using the same, identical formula.

Senator ANDREWS. But how do you come out 55 percent different? Do they have a different slide rule than you do?

Mr. PETERSON. But the formula says you use different indexes, like the selling price of beef.

Senator ANDREWS. Are you telling me in the same township in the western part of North Dakota one farmer under one set of rules is setting his beef price differently than the guy on the other side of the fence?

Mr. PETERSON. No; the way the law is established for the national forest and BLM lands in the western States, we use the data from the 11 western States. When we come to the grasslands, there are no grasslands in the Far West, in California and Oregon, and so on. So we use the grasslands data from the Great Plains States. They are closer to markets and grazing is higher.

What we did, Mr. Chairman, when we took a look this spring at the fact that the ESCS study that you are referring to, the final data of which will not be available until May—we decided we'd hold the fees to last year's average fee level. We would not increase them until we got a chance to look at the updated study.

Senator ANDREWS. So you are holding them with a 55-percent disparity?

Mr. PETERSON. No; the other public lands fees increased substantially by the application of the formula.

Senator ANDREWS. Is there any reason you couldn't adjust your rental figures so they more closely meet the BLM and forestlands figures which are going by the 1978 act? Will it take legislation for you to do that?

Mr. PETERSON. I do not think with the law we have that we can do that. It is clear that Congress expects——

Senator ANDREWS. You have been advised by your counsel that you couldn't go along with the 1978 act of Congress?

Mr. PETERSON. We are using that formula.

Senator ANDREWS. Well, the point is——

Mr. PETERSON. The question would be: Could we use data that came from the Far West to establish grazing fees in the Great Plains?

Senator ANDREWS. I don't know where the data comes from. Your data input is obviously hokum if it ends up with grazing fees this far apart for two different government entities within the same township.

Mr. PETERSON. Actually, it's the same entity.

Senator ANDREWS. I know, but I don't know why your left hand doesn't know what your right hand is doing. I don't know which one is wrong, but I would guess the one that goes along with the pattern set in the 1978 act is probably more accurately in tune with the contemporary feeling in Congress and this country than the other hand that seems to be going with some indices that you dug up from 1966 or further back.

Mr. PETERSON. I would say from what we know of the data today that the indications are that the BLM and Forest Service fees are lower than they should be in the Great Plains area, other than the grasslands.

Senator ANDREWS. Well, when you're talking about an animal unit month, you're talking about something that in the West takes far more acreage than it does further East.

Mr. PETERSON. That is exactly right.

Senator ANDREWS. You're not talking about rental per acre. You're talking about animal unit. Why should there be a disparity that great between an animal unit month in the West and an animal unit month in the Great Plains? I have fed a lot of cattle, and still am. I run for the Senate to make ends meet in the feedlot. But having all those losers out in my own lot, I think I know a little bit about the price of beef.

If I wanted to get an animal unit month rent from anyone, I'd rather have it close to the west coast because the market there is a lot better than in western North Dakota or eastern Montana. Your statistics can tell you that. Yet, when we question you on your figures, you say you got them from the old ESCS. So we call them on the phone and they say, "We didn't make any figures."

What kind of run-around is this? You say you have to do this, and we checked where you say you got your figures from, and they say, "Nobody here did that." Who is trying to give us a snow job?

Mr. PETERSON. I hope nobody is trying to do that. I'd like to bring the numbers we are using and go over them with the Senator and——

Senator ANDREWS. I have gone over these numbers on at least four separate occasions in the other body, and have gone over them in this body. All we need to do is get down to the total irrationality of why the left arm of your shop and the right arm of your shop charge fees 55 percent different in the same township. Try to explain that to a rancher in our area and try to convince him that you characters down here really know what you're doing.

Since your people have admitted they don't have the raw data to back up their figures, wouldn't it be more equitable to use a substantiated BLM and Forest Service figure?

RELIABILITY OF INFORMATION

Mr. PETERSON. We are using the substantiated Forest Service and BLM figures, but the figures are different for the Plains States than they are for the Far West. I guess that is the thing we are not communicating about. The figures are different. The private land fee rates are different there, and the price-of-beef index is different, and the base we are starting from is different.

Senator ANDREWS. Well, from what I gather, you don't have reliable information on the grasslands, and there is reliable information on BLM and forestland. Also, you say you've got data that justifies this other course, but any time we have called we have been told that the data either comes from an agency that says, "In no way did we furnish this data," or you can't tell us where the raw data comes from.

And you keep saying you're studying it. You have been studying this thing for four years now.

Mr. PETERSON. I am not sure who you were able to talk to——

Senator ANDREWS. Well, since I sat on the subcommittee funding the Department of Agriculture for some 14 years, I imagine I was talking to Assistant Secretaries if not Secretaries, and they were probably talking to the appropriate people inside the shop who should have known what they were doing. And I haven't had any more luck than the grasslands ranchers out there. It shouldn't make any difference whether you're talking to an Appropriations Committee member or to a rancher who is renting animal unit months from you, you ought to be able to give them an answer based on fact.

Mr. PETERSON. The index numbers we started with were $1.66 for grasslands and $1.33 for other lands. That is based on the 1966 Western Livestock Grazing Survey, which is a published document. I'm sure you must have seen that document.

Senator ANDREWS. Oh, sure, I've seen it time after time.

Mr. PETERSON. So the base to start with was different. Now, the same formulas are applied to those different bases, but they have different numbers. It is specified in the law what the numbers are supposed to be. It says they are supposed to be the selling price of beef and the price of forage. And those are the numbers we are using.

Now, because I was not sure that our grasslands data was as solid as the other data, we did, in fact, decide not to raise them above the average price this year.

I would be glad, Mr. Chairman, to consult with our counsel to see what other options are available.

Senator ANDREWS. Well, Mr. Chairman, if they could provide for the record at this point—there is no sense going on further now—but I'd like it if you could provide for the record first the reason that you say you can't adjust those figures to come into line with the figures under the 1978 act that the BLM and forestlands are giving in the same township—I'd like you to cite the reasons for not being able to make that simple adjustment.

Second, I'd like to have you provide for the record where this raw data is coming from because we have never been able to specifically find that out.

I'd also like the answer to why you have insisted on using these assumed figures since your own report, dated January 15, 1979, provided an optional recommendation which certainly must have been able to have been followed or you wouldn't have made the recommendation. And that is what the grasslands users are asking for.

Mr. PETERSON. We'd be happy to do that.

Senator ANDREWS. If you could provide that for the record, I'd appreciate it very much, Mr. Chairman.

Senator MCCLURE. We'll receive that for the record.

Mr. PETERSON. Yes, sir.

Senator MCCLURE. Thank you.

[The information follows:]

FOREST SERVICE NATIONAL GRASSLANDS/BUREAU OF LAND MANAGEMENT GRAZING FEES

The reasons for not adjusting national grassland figures are:

Use of national forest/Bureau of Land Management grazing fee formula indices would exclude private grazing land lease rates and beef cattle prices from the national grassland States where the national grasslands are located.

The grazing fee formula is directed at collecting fair market value for use of the forage resource. Collection of fair market value is required by law and executive policy (Independent Offices Appropriations Act of 1952).

The national grassland grazers lobbied to be excluded from the Public Rangelands Improvement Act of 1978 (Public Law 95-514), and were responsive to having their own grazing fee system.

The specific direction of Public Law 95-514 to include rangelands administered by Bureau of Land Management (BLM) in the 16 western States created anomalies in a few Great Plains States.

Data from the nine Great Plains States where 17 national grasslands are located is used to calculate their annual grazing value. The Crooked River National Grasslands in Oregon, and the Curlew National Grasslands in Idaho, apply the same grazing fee as the national forests and BLM lands. Data for national forest and BLM range in the 16 western States comes from the 1966 Western Livestock Survey which collected livestock cost of grazing/production, beef cattle prices, and grazing land lease rates for the 11 western States. Thus, annual indices as directed by section 401, Federal Land Policy and Management Act of 1976 also uses 11 western States data. Data is applied to the 16 western States because more than 96 percent of the grazing forage from national forests and BLM lands occur in the 11 western States.

The optional recommendation was presented in recognition of the strong resistance from livestock operators in North Dakota and South Dakota as a possible means of minimizing the likelihood of resistance. The Forest Service Grazing Fee Task Force in 1979 evaluated 13 options and recommended the system which is used. The options were presented to national grasslands grazers, public interest groups, wildlife preservation associations, and others throughout the nine Great Plains States where the national grasslands are located. The public review, and user response identified wide differences in attitudes from the northern and southern plains. The final decision was to select the present system with use of data specific to where the national grasslands are located.

ROAD CONSTRUCTION AND MAINTENANCE

Senator MCCLURE. The budget reductions from the January budget indicate a $29 million cut in the road construction program and about $6 million in road maintenance. There is no anticipated impact in terms of reduced national forest service outputs.

Was the January road budget overestimated? Can you explain to us what the cuts in road building and road maintenance amount to?

Mr. PETERSON. Mr. Chairman, over the years the cost of constructing roads has accelerated through inflation and as we have entered previously unroaded areas. As we reviewed our budget this spring, I basically decided that if we applied a sort of full court press, to use a basketball term, to try to reduce road costs all the way along the line, we could make the kind of reduction that would have less impact than taking the reduction elsewhere. It means we are going to review the amount of reconstruction we are requiring, review road standards that are now in place, and look at clean-up requirements, particularly where people might be able to come in and use the wood for energy. We are going to look at survey standards, overhead, and everything we are doing that relates to roads in order to try to save this much money without long-term impacts.

Now, it does mean in some places we would not be building the type of road that theoretically would be the most economical over the long term. But it does mean in this time of high inflation, where we need to restrain the Federal budget, that it is a better place to make the reduction than elsewhere.

1981 AND 1982 ROAD COSTS

I'd like to give you, Mr. Chairman, for the record, a copy of the letter I sent to the regional foresters outlining this action. I expect them to supervise personally so we can make this kind of reduction without having an impact on other activities.

Senator MCCLURE. I would appreciate having that letter for the record, and it will be made a part of the record at this point.

[The letter follows:]

LETTER FROM R. MAX PETERSON

1930 Program Planning and Budgeting
6520 Financial Management

Date MAR 26 1981

Road Costs, FY 1981 and 1982

Regional Foresters

REPLY DUE APRIL 27

Both the Administration and Congress have expressed concern over the Forest Road Program costs. The message from the Administration is clear, we must increase our productivity, reduce our overhead and operational costs, and maintain our resource outputs.

As I have personally discussed with each of you, we are committed to reducing road program costs while maintaining outputs. Your personal leadership will be needed to assure that actions taken are responsible as well as responsive.

Road program funding limits for FY 1981 and reductions for FY 1982 are proposed without reducing resource outputs. Our request to OMB for a $32 million increase in FY 1981 Purchaser Election (116) funds resulted in a proposal to decrease Timber Purchaser Road Construction (184) funds by an equal amount. We have again requested an increase ($11.3 million) in (116) funds without a decrease in (184) funds which will permit award of pending contracts and afford us the opportunity to assess our total Purchaser Road needs before any further action is taken. There are strong indications that increases in (116) funds will result in a corresponding reduction in (184) funds, depending on our future negotiations with the Department and OMB.

The President's FY 1982 Budget Proposal Amendments recently submitted to Congress reduce the road program by $29 million--$12 million in (184) and $17 million in FR&T. Regional distribution is not expected until May.

At the National level, we identified potential savings in road reconstruction, road standards, road survey standards, and surfacing. However, we are not issuing specific guidelines because we want you to reexamine your transportation systems needs, design criteria, deferred reconstruction, the cost benefit with present interest costs, and whatever else you determine will be responsive to the objectives. We expect you to show cost reductions of at least 10 percent. By April 27, please report to us the actions you plan and a reassessment of your (116) and (184) program, using the enclosed form. The items on the enclosed list are the sort of actions you should consider. The list is not all inclusive.

R.M. Peterson
R. MAX PETERSON
Chief

Actions to Consider for Potential Savings in Road Costs

I. FSM 7713.3 states: "When a road of higher standard than minimum (FSM 2431.24) is needed for future management and can be obtained without increasing the total transportation cost (construction, hauling, and maintenance) for the sale, the higher standard cost can be required in the sale."

Apply the above policy only when it is clear that the road required for full resource development will be needed in the future and stage construction would be unwise because of terrain, high costs, or other factors. In most situations, minimum standards to meet current timber management criteria will be used.

II. Limit reconstruction to situations where it is clearly required, such as:

- providing facility for timber haul and related traffic only

- mitigation of environmental damages associated with use of the road for the sale.

- correcting significant traffic safety hazards which traffic management cannot eliminate.

III. Eliminate all supplemental funding and substantially reduce contributions to deficit sales to the level deemed necessary to make sales marketable. In no event shall sales be augmented to provide more than 50 percent of the normal profit and risk margin.

IV. Review carefully survey standards to assure that the most economical methods are being used.

V. Institute traffic management by:

- limiting season of use or timber haul.

- limiting public use during periods of timber haul.

VI. Review overhead and other assessments against road funds to be sure all such charges are warranted.

The actions listed are not all inclusive and other appropriate actions are to be considered.

FY81

	P. C. MS	P. E. MS
Total Allocation in Final Advice		
Obligations to 3/31		
Estimated needs 3/31-9/30 Without limitations		
1/ TOTAL		

	P. C. MS
2/ Targeted 10 percent reduction in P. C. (final allocation + C.O.)	
Reduced Construction/Reconstruction (miles and standards)	
~~Reduced Augmentation~~	
Reduced Surfacing	
TOTAL	

1/ If total exceeds the allocation amount what changes caused increase.

1/ If total exceeds the allocated amount, what are the consequences, if any, of staying within allocation.

2/ What are the consequences, if any, of the 10 percent reduction?

ROAD POLICY

Senator McClure. The Washington office specified road policy was developed in 1974 and subsequently incorporated in the Forest Service manual, as amendment 93.

I read that policy summarized as follows:

> Regardless of volumes served, roads that are needed beyond the period of the sale for fire protection, slash disposal, planting, future timber management, or other resource activities made necessary by the sale, shall be included as specified roads and shall be designated as forest development roads.

Is that what you're talking about when you're saying roads that will be needed regardless of volume? Is that what you're talking about when you're saying you are making a revision? Is it a revision from that standard?

Mr. Peterson. Well, we will ask ourselves the question. For example, if it is needed after the sale, in some cases if it's just planting or some other activity, you may be able to do it without roads. In that case we'd use a temporary road.

In February of this year we revised manual amendment No. 93 you're quoting. There is a new amendment 123, which is updated to reflect, I think, more complete direction and to make sure that the transportation analysis is a part of the total resource analysis. We are looking at those resources over a long period of time.

You may, for example, build a specified road because you wanted to do other types of work, but you may not keep it open all the time. It may be closed for 5 years at a time because it's built just for summer use and would not hold up if you left it open for wet weather use. That is a specified road because you want to be able to use it on a repetitive basis. But it may not be an expensive road—a very low standard road that is there for resource use.

I will be happy to give you a copy of our revised amendment 123 just issued, which does supersede the other amendment.

Senator McClure. I would appreciate having that, and again we will make that a part of the record at this point.

[The information follows:]

contract, and if different, also determined for top diameter and utilization standards assumed in the current timber management plan. Computation of cubic volume will be made from measurements taken on the cruise sample trees; average conversion factors will not be used.

Net volumes should be summarized and made available to potential purchasers by tree diameter classes, regardless of the units on which the timber is offered.

Within some sale offerings there may be areas which should be included, but may be of doubtful operability under the conditions prevailing at the time the timber is offered for sale. Such areas may be characterized by difficult logging conditions, a light cut per acre, a high percentage of low-value species, or other factors. Such areas may be included in the sale advertisement (FSM 2431.54, item (e)) and in the sample contract (FSM 2451) on the basis that cutting in them shall be authorized or done only upon mutual agreement between the purchaser and the Forest Service. The estimated yield by species from the additional areas also should be stated in the advertisement and contract.

2431.23a - Final Package Preparation, Review, Appraisal, and Offering. This process includes the preparation of the sample contract and the preparation of the advertisement, bid form, prospectus and appraisal report (FSM 2431.3-5). It involves cost determinations, all necessary maps, and review of the proposed sale and the completed sale package. This activity is concluded with the offering of the completed sale package through advertisement, or notice of availability in the case of a deficit sale.

2431.23b - Bid Opening. This activity includes accepting bids, conducting a sale auction when appropriate, and determining the successful bidder (FSM 2431.59).

2431.23c - Sale Award. This activity involves the work items which follow the determination of a successful bidder. Included are the determination of bidder qualification, EEO clearance, road optior investigation and feasibility, and sale award (FSM 2431.7).

2431.24 - Transportation Facilities. Requirements and financing for timber purchaser roads (FSM 7700) shall be based on the following considerations:

1. Authority. The Roads and Trails Act of October 13, 1964 (Public Law 88-657) (78 Stat. 16 U.S.C. 532-538) authorizes the construction and maintenance of an adequate system of roads and trails as necessary for intensive use, protection, development, and management of National Forest Lands. The Act provides that the acquisition, construction, and maintenance of transportation facilities may be required of purchasers of National Forest timber and other products. Purchaser credit may not be used for maintenance.

The Forest and Rangeland Renewable Resource Planning Act of 1974 as amended by Section 8(c) of the National Forest Management Act of 1976 states: "Roads constructed on National Forest System Lands shall be designed to standards appropriate for the intended uses, considering safety, cost of transportation, and impacts on the land and resources." This section complements, and gives responsible meaning to Section 4 of Public Law 88-657, which states in part: "The purchaser of the National Forest timber and other products shall not be required to bear the costs necessary to meet such higher standard. . . ." These two provisions of law, along with the Highway Safety Act of 1966, have become the basic authorities for resolving requirements of planning, use, user safety, constructing, and maintaining roads for National Forest timber purchaser use.

Section 9 of the Resources Planning Act of 1974 (RPA) directed that financing of roads by requirements on purchasers of National Forest timber and other products will be treated as "budget authority" and "budget outlays"; in other words, "appropriated funds." The Forest Service has coined the term "purchaser credits" as a defined term to measure the estimated costs to be assigned to the timber purchaser as provided for in Section 4 of Public Law 88-657. At the same time the Congress will continue appropriating funds to the Forest Service through prescribed budgetary procedures to develop roads to meet needs beyond that intended from road credit financing.

2. Policy. Authority discussed in item 1 provides the foundation for policies described herein. These policies shall be adhered to when scheduling timber sales that provide for road construction and/or use Forest development roads and for determining financing. Financing in excess of purchaser credits must be from other appropriated road and trail funds. When a road has been planned for funding from both purchaser credit and appropriated funds and appropriated funds are not available, replanning the sale with new criteria or scheduling shall be done without compromising these policies.

a. Transportation planning shall be accomplished to ensure that the requirements for construction, operation and maintenance of roads for commercial timber sale use are consistent with land and resource management plans, and will achieve resource management objectives. This requirement shall be met prior to scheduling the use and development of a road by a timber purchaser, and the following rules shall apply:

(1) The transportation planning process shall be integrated with other resource analyses to ensure that the road system requirements meet documented resource management objectives.

(2) The transportation planning process shall include consideration of alternative road systems and timber harvest methods.

(3) Roads selected in planning shall be documented on the National Forest transportation plan and identified as long- or short-term facilities.

(4) Existing Forest development roads shall be analyzed to ensure that, prior to road use by a timber purchaser, such use will be in conformance with consideration in 2431.24 item 2b.

(5) The decision resulting from the foregoing shall be documented in accordance with the National Environmental Policy Act (Public Law 91-190).

(6) There shall be no exclusion of commercial use on any planned or existing Forest development road unless: (a) the exclusion has been justified in the review process, (b) an economic analysis has been prepared, and (c) written approval has been obtained from the Regional Forester. Short-term exclusions in an approved Forest road use plan are not subject to this policy.

b. Timber sale haul roads shall have adequate capacity to handle the scheduled traffic safely and shall be able to withstand the use without damage to the road or adjacent resources. The following rules shall be used in applying this requirement:

(1) Roads shall not be used if their use would cause damage to the road or adjacent resources. Damage is exclusive of normal wear and tear correctable by a maintenance activity.

(2) In situations where roads have inadequate capacity for established use additional use shall not be authorized unless (a) the road is reconstructed in advance of the sale, or (b) the existing capacity is resolved by traffic restrictions imposed during the sale, and (c) should further work still be needed to accommodate established and future use, the purchaser may be required to reconstruct as provided in 2531.24 item 2c.

c. Roads constructed on National Forest System lands shall be designed to standards appropriate for intended uses, considering safety, cost of transportation, and impacts on lands and resources. The financing of such requirements for timber purchaser use may be accomplished by (1) appropriated funds, (2) requirements of purchasers or other commercial users, (3) contributed and/or supplemental funds or (4) a combination of the foregoing; provided "that where roads of a higher standard than needed in the harvest and removal of the timber are to be constructed as specified roads, the purchaser of National Forest timber . . . . shall not bear that part of the cost necessary to meet such higher standard . . . ."

The following rules shall be used in applying this requirement:

(1) Road requirements necessary to minimize unacceptable temporary impacts on resources, especially land, water, wildlife, and air may be financed by purchaser credits.

There is an expressed obligation to minimize temporary impacts expected during sale use. Roads shall be designed and constructed so that they can be maintained during and after use as stable and durable structures. This shall include necessary drainage facilities, adequate erosion control, gates or other closure devices, and resource protection devices.

(2) Purchaser credits may be used to finance requirements that ensure any phase of construction is of a quality that permits future use, without reaccomplishing or replac-

ing previously performed work that is in satisfactory condition.

There are practices which, if permitted on a continuous basis on each timber sale road, would, in total, create unacceptable risks to the resources. For example, unacceptable impacts would be created if roads were allowed or designed to deteriorate or be relocated during each sale, necessitating the removal or replacement of road elements by the next user. There is an implied obligation to minimize repeated impacts.

A pavement structure over the subgrade may be required to provide structural support to prevent unacceptable subgrade deformation or, when needed, to prevent erosion from traffic or natural elements. If structural support is needed, the pavement shall consist of a base course layer. It shall also include a surface course layer to protect the base and subgrade, be of appropriate gradation for traffic use, and provide sufficient depth for wear and maintenance during and at the termination of the sale (FSM 7721.57).

(3) Construction requirements which result in the lowest total transportation cost for the sale (construction, hauling, and maintenance), while considering safety and minimizing unacceptable temporary or extended resource impacts, may be financed by purchaser credit.

The selection of the alternative from the several available, that achieves the desired combination of resource protection and dimensional characteristics for traffic requirements during the sale, requires careful cost analysis. Traffic requirements during the sale include appropriate safety and other design features needed for efficient hauling on the road, considering the total traffic that will be using the road during the life of the sale.

(4) Requirements in excess of rules (1), (2) and (3) to maximize the economics of future traffic on the road beyond the life of the sale may not be financed with purchaser credit.

(5) If requirements are solely to improve resource, recreation, or other conditions of the land not created by the construction or use of the road for the single sale purposes, then the requirements are in excess of the purchaser road needs and shall not be financed with purchaser credit.

(6) Purchaser reconstruction requirements may include elements of past unperformed maintenance, providing the maintenance portion of the project is financed from sources other than purchaser credit.

d. Timber purchaser haul roads shall be maintained as necessary to provide service for the intended management purpose, to protect the investment, and to provide a safe, efficient, and undamaged facility for the user. Maintenance requirements for user shall be consistent with section 6 of Public Law 88-657. Maintenance is defined as the upkeep of the entire Forest development transportation facility, including surface and shoulders, parking and side areas, structures, and such traffic-control devices as are necessary for its safe and efficient utilization (36 CFR 212.1 and FSM 7726, 7732.05).

Objectives of maintenance are to perpetuate the transportation facility to serve its intended management purposes; to protect the investment, environment, and adjacent resources; to provide for user safety; to meet applicable air- and water-quality standards; and to provide for user economy, access, and convenience.

(1) Timber purchaser haul roads shall be maintained in accordance with these objectives. Maintenance requirements on user shall be consistent with Section 6 of Public Law 88-657.

(2) Maintenance is not applicable to the builder of a road until it is accepted by the Government. A road constructed or reconstructed by the purchaser assumes the status of an existing road upon acceptance. Prior to that time, care and use of specified roads is considered a construction requirement.

(3) Maintenance requirements shall be specified in the timber sale contract. Purchaser shall maintain the road to the existing or subsequently improved construction standard. Purchasers may perform their share of maintenance or may deposit sufficient funds with the Forest Service to provide for their share. The appropriate method of accomplishing user's share shall be determined on a case-by-case basis.

(4) Purchaser's commensurate share of maintenance shall be proportionate to total use and shall be computed in accordance with procedures contained in FSH 7709.15, Transportation System Maintenance Handbook.

3. Transportation Analysis. Analysis of available and needed additional transportation facilities is an essential part of each sale examination. Where it is probable that different bidders may desire to use different routing or different destinations for the timber to be offered, analysis of the possible and logical alternate routings should be made, and suitable road requirements for each such routing should be developed. For example, a sale area along a flat ridge can be developed at approximately equal transportation cost from either side of the drainage divide.

It may be necessary to include consideration of maintenance of reconstruction requirements on some segments of the public road system which may be used to move the timber to market. Typically such consideration shall be necessary only for county or other local roads not in condition for economic heavy hauling, and on which the local jurisdiction has established hauling restrictions. Avoid including road maintenance cost in timber appraisals which result in relieving the responsible local agency of its proper maintenance obligation.

4. Use of Forest Development Roads. A purchaser is authorized to use National Forest roads when such use will not cause damage to the roads or National Forest resources and when hauling can be done safely. The purchaser shall include in the operating plan required by contract provision C6.3 a list or map showing the specific roads to be used in the purchaser's operations.

Restrictions on the purchaser's use of existing roads shown on the sale area map shall be indicated by "U", "X", or "R".

National Forest roads beyond sale area map may have restrictions or prohibitations for the purchaser's use. For such roads, lists or maps are to be available in Forest Supervisor's Offices detailing road use status as of date of sale advertisement. It is purchaser's responsibility to seek out this information.

Purchasers should not be authorized to use or reconstruct existing raods which are unsafe, are not maintainable under heavy use, or which cannot be reconstructed to a safe and/or maintainable condition. Roads on which excessive soil movement cannot be controlled, usually because of steep grades, fall in this category. The decision to prohibit use should be made only after all alternatives have been explored. Basic regulations, rules and procedures for prohibiting or limiting use are explained in FSM 7731. Specific instructions for prohibiting or limiting National Forest timber sale traffic are in FSM 2451.51b and 7731.

Prospective purchasers shall be notified in advance of advertising when reconstruction is to be specified and when any restrictions are to be placed on the purchaser's use of existing National Forest roads within or adjacent to the sale area and/or along a logical haul route. Normally this can be accomplished through entries in the periodic sale program announcement (FSM 2531.1). Specified reconstruction must be identified by road numbers and the kind and approximate magnitude, in miles or dollars, shown. Alternate roads which (1) may be used only after reconstruction by the purchaser or (2) may not be used, must also be identified. In the case of item (1), the kind and mileage of reconstruction must be shown and should be included in the sale prospectus.

Whether or not any such roads are listed, each program announcement and prospectus should include a statement cautioning prospective purchasers to determine, before bidding, whether existing roads which they plan to use are available for log hauling.

5. Reconstruction of Forest Development Roads. For each proposed sale, the approving officer must determine if the logging traffic from that sale can be accommodated safely on and without damage to each existing development road, which is part of or along a logical transportation route. If it is found that the addtional traffic cannot be accommodated safely, consideration should be given to assigning different time periods for use by existing traffic and/or the proposed logging traffic. If this is impracticable or if it is decided that the proposed traffic will damage an existing road, reconstruction shall be planned (FSM 7721).

Depending on circumstances, reconstruction may be accomplished by: (1) Forest Service, preferably in advance of sale, (2) Forest Service, where a small business purchaser has elected to have the Forest Service construct timber sale specified roads pursuant to Section 14 (i) of the National Forest Management Act of 1976 (See item 13); (3) purchaser as a condition of sale; or (4) by the two parties, jointly. In the last case, Forest Service participation may consist of a portion of the work, such as surfacing on all the road, or furnishing cash or materials, such as culverts, surfacing, etc. (FSM 7725).

In some situations timber may be hauled in one of several possible directions over existing development roads needing reconstruction. In such cases, Forest Service should perform the necessary engineering work only on the route over which the timber is appraised.

a. Reconstruction to Single-Lane Width. Purchasers may be required to reconstruct existing single-lane development roads, to the standards justified by the sale traffic (item 7) and, as necessary, to accommodate established traffic.

Reconstruction of existing roads originally built to accommodate logging traffic may be required of purchasers to the extent necessary to bring such roads up to the standard needed for the sale and to accommodate established traffic. Realignment, to increase the overall designed hauling speed for the road, should be supported by economic analysis showing that the additional cost will be compensated by reduced hauling and maintenance costs for removal of the timber included in the sale.

b. Reconstruction to Double-Lane Width. Arrangements must be made for reconstruction of existing development roads to double-lane width prior to offering a sale when it has been determined that: (1) a single-lane road will not provide safe joint use for both existing and sale-generated traffic, and (2) neither regulating traffic nor constructing an alternate road is practicable. When the reconstruction meets the intent of FSM 2431.24, item 1, it may be required of the purchaser.

Reconstruction of existing double-lane roads which are substandard in some respects may be required of purchasers to the same extent as discussed above for single-lane roads.

6. Prevention of Damage to National Forest Resources. The Multiple-Use Sustained Yield Act of 1960, as amended, and the Forest and Range Land Renewable Resources Planning Act of 1974, as amended by the National Forest Management Act of 1976 make it clear that all sources are to be considered in the management of any one and that "harmonious and coordinated management" of all may impose limitations on the use of each resource. Thus, it follows that protection of the Forest requires preventing damage which will unnecessarily impair the use of other resources as well as preventing unnecessary damage to the young growth, soil, stream channels, and other physical and biological attributes of the Forest. Suitable specifications must be followed in purchaser road construction and reconstruction, not only to prevent such obvious damage as avoidable soil erosion but also to prevent avoidable impairment of other uses (FSM 7721.54). Under no circumstances shall design standards for specified roads be lowered below those necessary to protect adjacent resources from unacceptable damage in order to reduce profit margin deficits.

Only permanent culverts may be installed in specified roads. Purchasers may be required to furnish and install permanent culverts in specified roads which they construct when the cost to do so does not exceed the cost to construct, install, and remove temporary culverts. Study has shown that for sizes below 35 square feet in end area, permanent culverets are not more costly. Therefore, such sizes may be required of the purchaser. See item 10 for policy on larger structures. Need for fish passage is an important consideration with culvert installations at live stream crossings.

Subbase, base course, and surface course should be specified where necessary to provide a stable running surface which will permit hauling during the season of use common to the area.

When necessary to protect esthetic and other values, or to reduce the insect infestation potential, construction debris disposal measures beyond those necessary to meet fire protection objectives may be specified in the timber sale contract.

7. Road Construction by Purchaser. All roads to be constructed on National Forest land must be designed to: (1) incorporate public safety features consistent with planned use, (2) prevent damage to improvements and resources, and (3) permit orderly completion of the entire transportation system (item 8). As a minimum, design standards for specified roads must meet these criteria (FSM 7706, 7721.5). Section 4 of Public Law 88-657 states that a purchaser may not be required to "bear that part of the costs" to meet standards higher than those needed in the harvest and removal of timber (See item 1, 2531.24). To the extent that purchaser credit is effective, the purchaser does not bear any part of the estimated road construction cost.

The intent of this section of the law is to establish a limit on the standards of roads for which costs are charged against the timber; however, it is the net effect of a higher standard which controls. While the construction cost is likely to be increased by a higher standard, log trucking and road maintenance costs may be decreased. It may be in the public interest to maximize the residual value resulting from the total transportation investment. Therefore, when a road of a standard higher than the minimum needed to harvest and remove timber is needed for future management and can be attained without increasing the total transportation cost (construction, hauling, and maintenance), that higher standard shall be specified. When purchaser construction of a needed higher standard road would increase the total transportation cost, the several courses of action described in item 8 must be considered.

While the concept is simple, implementing it requires a high degree of skill and judgment. Some of the principles involved are discussed in the remainder of this item. Design criteria and procedures to be followed are found in FSM 7721.5.

Construction of roads beyond the standard dicussed in item 1 may result in unnecessary cost and unnecessary environmental damage. In determining road standard, consideration must be given to all uses, including projected future needs. This does not preclude building a low standard road for current needs with the idea of upgrading sometime later. It does preclude building a low standard road now when an economic analysis shows that it is more economical to construct a higher standard road. Roads shall be built to the lowest standard consistent with the intended uses, and rational analysis, including economic and environmental considerations, shall be used to justify road standards, particularly for higher standard roads.

The National Forest Management Act requires that all temporary roads be returned to resource production within 10 years. This provision puts current policy into law and adds emphasis to revegetation. Therefore, officers approving timber sales must ensure that all temporary roads will be revegetated. This may require extra requirements in areas where revegetation cannot be assured under current practices.

The timber sale contract authorizes the purchaser to construct specified and temporary (nonspecified) roads. Because the requirements differ, needs for the two types must be determined in the sale planning.

Specified roads are those for which standards and locations are specified in the sale contract. More than one construction standard may be necessary for the specified roads in an individual sale. The purchaser is not required to build specified roads unless necessary, but must complete any on which construction is started to an agreed terminus on the specified location and to specified standards.

Regardless of volumes served, roads that are needed beyond the period of the sale for fire protection, slash disposal, planting, future timber management, or other resource activities necessitated by the sale, shall be included as specified roads and shall be analyzed and designated as a facility on the National Forest transportation system.

All other roads which the purchaser may use to remove the timber will be temporary. Temporary roads are usually shorter roads used to haul timber from landings to permanent Forest development roads. Roads and travel ways that were in existence prior to the sale, were used by the purchaser as temporary roads, and will not be needed after the sale will be treated the same as temporary roads constructed by the purchaser. Purchasers must drain and block temporary roads effectively and remove any culverts or temporary bridges when such roads are no longer needed for sale purposes. Permanent culverts should not be specified for temporary roads. Any permanent culverts that the purchasers install voluntarily must be removed by the purchaser. In order to adequately protect the resources, the cost of a temporary road, including construction and obliteration, may equal or exceed the cost of certain specified roads, especially for sensitive soil areas and esthetically sensitive areas. An existing road shall not be removed from the inventory until the road has been returned to timber or other resource production and ceases to exist as a travelway and/or the land that was occupied is reclaimed for purposes other than transportation. This policy does not authorize the inclusion in timber sale contracts as specified roads those roads which are needed only by the purchaser for timber sale activities. Nor does this policy authorize noncompliance with contract provisions requiring treatment of temporary roads following completion of purchaser's use. Purchasers shall not be authorized to construct temporary roads in lieu of building specified roads needed for future management of the area.

As a basis for timber appraisal and to illustrate the interrelation between specified and temporary roads, the entire system of existing and planned specified and probable temporary roads pertinent to the area must be shown on the timber sale report map as an essential part of the timber sale report and appraisal. On the contract sale area map, however, probable locations of temporary roads must be omitted because the purchaser may choose to build a different system of temporary roads, subject to Forest Service agreement on locations. However, the contract does not authorize the purchaser to construct temporary roads in substitution for specified roads.

After sale roads have been classified into specified and temporary roads, the design and construction standards for the specified roads must be determined. This will include consideration of capacity, average design speed, service elements, traveled way, drainage, surfacing and construction specification (FSM 7721).

Road design standard is identified by a letter indicating capacity related to the number of lanes: that is, (S) single lane or (D) double lane, followed by one letter indicating the service element; two digits indicating the traveled way; two digits indicating the average design speed; one letter indicating ditch, shoulder, and dike configuration; and one letter indicating the surfacing structure. A single-lane road with an average design speed of 15 miles per hour or less may be specified in the timber sale contract without an economic analysis justification. However, an economic analysis shall be made if necessary to ensure selection of the most economical route and to determine if a higher average design speed is warranted.

Surfacing may be prudent and may be specified in situations where: (1) timber hauling is impossible on or will cause excessive damage to an unsurfaced roadbed during wet weather when the period of use common to the area includes significant periods of wet weather, or (2) native soils "dust" so badly that normal maintenance would not control the dust. Damage which cannot be repaired economically in the course of routine maintenance is considered excessive. The depth of base course required shall be that necessary to support logging trucks as determined by engineering design. The depth of wearing course specified must be limited to the greater of: (1) the amount estimated to be worn out by the purchaser's use, or (2) not less than 4 inches compacted depth for aggregate rock surfacing. The latter is considered to be the minimum amount which can be maintained in satisfactory condition by a grader. An unsurfaced road with provision for spot surfacing as appropriate should be specified in all other situations.

The use of surface replacement deposits, material stockpiling, or other means shall not be used to obtain application of a greater total depth of surfacing by a particular sale (initial construction plus replacement) than could be applied under this limitation. This does not preclude requiring the purchaser of a large or long-term sale to replace surfacing, either directly or through deposits, during the sale period as necessary for the use of the road for that particular sale. Nor does it preclude requiring patching or spot appliations of surfacing to maintain the usability of the road for the removal of timber from the particular sale.

Regardless of the amount of specified surfacing, it is prudent to specify roadbed width which will accommodate the full depth of surfacing required for all-purpose use subsequent to sale completion (FSM 7721.51, items 8 and 9). Increased roadway and travelway widths are prudent when designs and appraisals are premised on off-highway haul (Item 11). See FSM 7703 for policy.

Construction specifications for specified roads (FSM 7721.75d) must be selected to provide safety and to protect Forest values at minimum cost. Items which need special attention are clearing, debris disposal or treatment, method of excavating and placing embankment material, erosion control, drainage, and selection of surfacing material.

By carefully planning advance road construction, it may be feasible to avoid deficit sales during normal and better market conditions. Consequently, contributed funds may only be needed during periods of below-average end product markets. In such periods, some sales which otherwise would carry the costs of needed roads may produce conversion returns significantly below the sum of base rates, specified road costs, and normal profit and risk margins (so-called deficit sales). It is appropriate to contribute appropriated funds to such sales if necessary to permit offering sales in conformance with FSM 2422.56, item 5. Generally, contributed funds will not be used to produce profit margins greater than 75 percent of normal. Contributed funds may be used to increase profit margins for individual sales to more than 75 percent of normal only when specific direction is provided in the fiscal year financial planning advice.

The maximum amount to be programmed for contribution at time of advertisement would be the per M difference between the amount available for profit margin and 75 percent of normal profit margin (or a different level if authorized in the financial planning advice) multiplied by the estimated sale volume, not to exceed the total estimated road cost. If contributed funds are programmed, provision must be made for reducing the contribution by the amount by which the bid value exceeds the advertised value. Regional Foresters shall prescribe the manner in which the maximum possible contributions and the actual contributions are to be explained in the advertisement and/or prospectus.

Normally, contributed funds will be in the form of furnishing construction material such as surfacing or culverts. However, contributed funds may be in cash where furnishing materials would be either more costly or impractical. In any event, reductions totaling the amount of the contributed funds must be made in the estimates for specific construction phases as listed in A10 or the schedule of items after sale award. Any cash payments may be made in installments as the purchaser completes the work for which contributed funds are made available.

8. Purchaser Built Roads and National Forest Transportation System. The National Forest Management Act requires that all roads on National Forest System lands be built to standards appropriate for the intended uses. The intended use shall be reflected in the standard specified in the Forest transportation plan. Therefore, in unroaded areas,

roads to serve an individual sale should be built on the location and to the standard needed for long-term management. Where roads exist, concern for minimizing environmental damage may warrant their improvement and use in lieu of constructing new roads. Where single-lane roads will be adequate for all needs in the foreseeable future, correlation of sale and long-term needs are usually simple. Here, the only deviations from the most direct route serving the area shall be those necessary to avoid damage to other values (Item 6), to connect with future branch road junctions, and to facilitate planned area development and road extensions.

Sometimes the road shown on the transportation plan (which reflects intended uses) will require a standard higher than that needed to log the individual sale. The purchaser cannot be required to build the higher standard road through purchaser credit. The following courses of action are possible in this situation:

a. Review the transportation plan to determine if the planned road is really needed. Roads are to be built to the lowest standard commensurate with Public Law 94-588 (NFMA). Occasional revisions of the transportation plan may be needed to ensure that this intent is met.

b. Enlarge and replan the proposed sale to obtain sufficient volume of timber and traffic so that the higher standard road would be prudent for the sale.

c. Build the road with appropriated funds.

d. Require the purchaser to build the road to the standard shown in the transportation plan and use appropriated funds to cover the difference in estimated costs between the designed road and the road needed to log the individual sale. Use of this option is subject to approval by the Regional Forester on a case-by-case basis.

With sales where option "d" is approved for use, the prospectus and bid shall include special wording to allow both small and large business concerns to elect to have the Forest Service construct the higher standard road. Such an election shall be accomplished by using wording and criteria patterned after the small business road option procedures described in 2431.59, 2431.71, 2431.74 and 2431.78. This special election must be limited to roads required to be constructed to a standard higher than that needed to log the individual sale. The estimated road construction cost to be stated in the advertisement is the construction cost for such roads chargeable as purchaser credit in A10 or the schedule of items of the sample timber sale contract. The cost amount must represent the engineer's estimate for construction of the minimum standard road needed to log the individual sale. The portion of the total construction cost for the higher standard road which exceeds the purchaser credit amount in A10 or the schedule of items must be paid by the Government using appropriated funds. Whenever such an election is provided for in the advertisement, the prospectus will include wording specified in FSM 2431.4.

e. Do not offer the sale subject to approval by the Regional Forester.

f. Where none of the above courses of action are determined to be viable, two-stage construction may be considered. The initial sale should normally include a seasonal limitation on the first construction stage. Completion of the construction should be provided for through subsequent sales or appropriated funds.

9. Cooperative Construction. There will be cases where it is desirable to build a road to a higher standard initially in order to minimize resource damage and/or construction cost, but it would be improper to require standards higher than those needed for an individual timber sale. In such cases purchasers should be invited to cooperate by constructing the higher standard road, with additional costs (less any savings in hauling and maintenance) to be furnished by the Forest Service in materials and/or cash. A statement showing facts, circumstances, and advantages to the United States must support each such arrangement which involves payments to the cooperator without advertising. Regional Foresters should ensure that such supporting statements are prepared and filed with the timber sale contract for each cooperative road construction project with a timber purchaser where payment in cash is involved. While there is no absolute limitation, the purchaser's share (purchaser credit) of the cost generally should not be less than 50 percent of the total. Regional Foresters should submit any proposal which involves more than 60 percent Federal financing for approval by the Washington Office.

In situations where the purchaser's cooperation is desired, the prospectus shall include an appropriate entry which identifies the road, describes the kind and amount of Forest Service supplementation proposed, and explains any adjustments in purchaser credit limit which may be necessary.

10. Bridges and Culverts. To carry out the intent of section 4 of the National Forest Roads and Trails Systems Act of 1964, the following priorities shall be considered for funding bridges and major culverts (over 35 square feet end area) of permanent materials.

a. First. The timber sale contract may require furnishing permanent materials and construction by the purchaser where:

(1) The structure is needed for harvest of timber from the sale and the estimated cost does not exceed the estimated cost to furnish, construct, and remove a temporary structure of untreated lumber or logs.

(2) A temporary structure would not comply with appropriate safety standards or cannot be constructed and removed with adequate control of erosion or adverse impacts on water quality and fish habitat needs.

(3) Sizes and types of structures are reasonably within the capability of prospective purchasers or acceptable available subcontractors. Generally, this capability shall be considered to include structures for which prefabricated components are feasible and available in the economic area of the sale. Onsite concrete work usually will involve such elements as abutments and footings, but may also include

simple deck construction. More complex structures may be authorized by Regional Foresters when requirements in items (1) or (2) (above) are met, the second priority (b, below) is not feasible, and current timber industry practices are observed.

b. Second. Available Forest road and trail funds may be used to furnish permanent materials and construct bridges and major culverts with contributed or supplemental funds, or, when purchaser and/or subcontractor capability is exceeded, by public works contracts.

c. Third. Construction of a structure of untreated logs or lumber may be considered when first and second alternatives are exhausted, and where such construction will comply with appropriate safety standards, adequate erosion control, fish habitat needs, and show a favorable cost benefit. The structure should be properly designed and adequate allowance made for furnishing materials, construction, and removal, if necessary. Structures shall be removed if the road is not part of the system. Temporary structures should, where practicable, be placed in a detour location to facilitate later replacement by a permanent structure.

11. Off-Highway Haul. Off-highway haul may be used as the premise for road design and appraisal where such use is common local practice, can be accommodated with safety to other traffic, and will result in the lowest transportation costs (FSM 7703). Where construction costs to accommodate off-highway trucks are allowed, the economony of their operation must be reflected in the trucking cost estimates. If part of the haul to market must be over a State or county road system, the appraisal must include cost estimates for reloading and trucking at maximum weights and widths permitted on the State or county road system.

12. Maintenance of Forest Development Roads by Purchasers. The timber sale contract makes purchasers responsible for all road maintenance commensurate with their use. A detailed specification clearly describing the maintenance work for which a purchaser is responsible shall be included in each contract. Purchaser credit may not be used for purchaser maintenance.

Except as provided in this item, purchasers should perform the maintenance work required by their contracts. If more than one purchaser uses the same road, they should be encouraged to pool their efforts in an equitable manner. In areas where landowners and the Forest Service are jointly developing the transportation system, and in other areas where the Forest Service has administratively determined it to be most feasible, purchasers may be required to deposit funds for their proportionate share of maintenance (FSM 7732).

On roads which are maintained for traffic by the Forest Service (FSM 7726), purchasers are responsible for maintenance commensurate with their use, and the Forest Service is responsible for maintenance made necessary by other traffic. Where this condition prevails, the purchaser's share of the work shall be proportionate to his use.

13. Small Business Road Option. Section 14 (1) of the National Forest Management Act of 1976 provides for timber

purchasers qualifying as small business concerns under the Small Business Act, as amended, to elect to have the Forest Service construct timber sale specified roads when the total estimated cost of these roads exceeds $20,000.

When a small business purchaser elects to have the Forest Service construct these roads, the applicable purchaser credit is deleted from the sale package. In addition, the price the purchaser subsequently pays for timber must include all of the estimated cost of the roads constructed by the Forest Service. This cost estimate is the total engineer's estimate. While the actual cost of the road construction may be greater or less than the engineer's estimate, the purchasers above base payments for timber must include the estimated cost.

The Forest Service is authorized to use timber receipts for such road construction in a sum equal to the purchaser credit limit stated in the sale advertisement. These funds are available in the special receipt account, Timber Purchaser Roads Constructed by Forest Service (FSM 6510.42, FSM 6522.55). Any additional funds necessary to cover the actual cost of this construction must come from the Forest roads and trails appropriation.

2431.24a - Timber Access Policy. (FSM 2403.3)

2431.25 - Silvicultural Treatment. Regional Foresters shall specify, as necessary, the silvicultural treatment applicable to the Forest types in their Regions (FSM 2471).

2431.26 - Restoration and Protection of Area and Improvements. Timber purchasers shall be required to restore, replace, or repair useful improvements which are destroyed or damaged in the course of operations under their timber sale contract (FSM 2451.62b). The estimated costs of anticipated repair or restoration are included in appraising the cost of operating the sale. Common examples include repairing damage to National Forest improvements caused by logging or related operations, relocating improvement such as telephone lines or fences prior to logging to prevent damage or interruption of use, and reconditioning Forest Service roads used in the purchaser's operations so that they will be in approximately the same condition as if they had not been so used. Cost of repairs and damages caused by the purchaser's negligence must be borne by the purchaser.

2431.27 - Knutson-Vandenberg Plan for Sale Area Improvement. (FSM 2477.22).

2431.28 - Sale Area. The sale area should be established insofar as practicable to coincide with recognizable features, such as roads, trails, sharp ridges and streams. Sale area boundaries must include areas subject to provisions in the timber sale contract such as (1) areas where trees might be cut, that is, minor blowdown, landings, skidroads, campsites, areas adjacent to cutting units and roads (except as noted below); (2) areas where equipment may be operated; (3) areas where protection provisions of the contract may be needed; and (4) areas for fire prevention and control by the purchaser.

A single sale area should be used to include all cutting units, in those sales that consist of several cutting units separated by relatively small areas not to be cut. Subdivisions can be established and released as necessary to facilitate later sale scheduling or for other reasons.

The sale area boundary should not include locations of specified road construction and/or reconstruction that extend outside the area encompassing the units to be cut in the sale.

FSM 2477.1 provides that KV funds may be used on the sale area for both silvicultural and non-silvicultural resource activities designed to protect and/or improve the future productivity of the renewable resources. This authorization requires that sale areas be carefully designed to include logical, necessary and desirable sale area improvement activities. However, sale area boundaries shall not be expanded to include resource activities not in the immediate vicinity of the area to be cut over. Generally, this can be accomplished by locating the sale area boundary on the first recognizable feature beyond the boundary of the area to be cut over. In areas where recognizable features are not common, sale area boundaries should be restricted to reasonable distances beyond the boundary of cutover areas. Generally, this distance should not exceed one-quarter mile.

Each timber sale contract will include an attached map prepared in accordance with FSM 2451.11 and 2452.11. Regional Foresters may issue additional instructions simplifying the

ROAD CONSTRUCTION

Senator McClure. Specified road construction is significantly more expensive than spur road construction, is it not?

Mr. Peterson. Yes, it is. It varies, depending on the situation, of course.

Senator McClure. There could be considerable savings if more of the roads were designated as spur roads?

Mr. Peterson. As temporary roads. That is what we intend to do in some cases. But we do not plan to have temporary roads that become permanent roads.

DOLLAR SAVINGS RESULTING FROM SPUR ROAD DESIGNATION

Senator McClure. If more roads were designated spur roads, could savings or reduction in dollars expended be added to your already proposed reduction in road construction?

Mr. Peterson. Yes, wherever possible reduced costs in road construction will be reflected in our budget requests.

Senator McClure. Well, we have had some temporary roads that have been temporary for 70 years, haven't we? And they have been used for 70 years even though they are temporary.

Mr. Peterson. What we'd like to do, if we have a road we plan to perpetuate, is have it located where it will not wash out, can be used periodically, and will not become an excessive maintenance problem.

Senator McClure. You said something there that I think is important. You said, "We would like." That is why our budget is excessive. We have been spending for what we'd like rather than what we have to have.

I can show you roads in Idaho which have been in place for a long, long time, and the plan is to replace them with a new system of roads, in spite of the fact that the new system will not provide a different service than the old system. They are just newer.

Mr. PETERSON. My letter asks that these situations be specifically looked at, Mr. Chairman.

Senator MCCLURE. What consideration does the Forest Service give to the availability of building materials, particularly rock materials? Isn't it common in some forests to require gravel hauls as long as 18 miles?

Mr. PETERSON. There might be a case like that if the soil in the area would not support logging traffic over the logging season.

We try to find rockbeds or other sources of gravel along the road route itself if we possibly can. And we do consider both the availability and the cost to begin with.

Senator MCCLURE. You do consider that before mandating the construction level?

Mr. PETERSON. Yes, sir, that is part of the cost analysis.

Senator MCCLURE. Will the cost analysis determine whether or not the road is built?

Mr. PETERSON. The cost analysis could determine, for example, that it would cost too much money to do that and it would be closed during the wet weather season; this would be an alternative to putting gravel down.

Senator MCCLURE. Is there generally a difference in the standard of a road constructed by the Forest Service as compared to one constructed by a timber purchaser for the same estimated level of usage?

Mr. PETERSON. Generally not. In fact, we have tried to use, in recent years, the same specifications. Generally, though, the road that we build may be needed to get out of a canyon or cross a river. It may be a different type of a road. But if we are building it for the same purpose, the specifications and standards should be the same.

Senator MCCLURE. The evidence that has been given to me would indicate that, generally speaking, the Forest Service roads are built to higher standards than those built on non-Federal lands for the same uses.

Mr. PETERSON. In some cases—we have looked in the West recently—there are some co-op roads where the standards are higher than ours, and in other places they are lower. For example, it depends on if the owner wants to use off-highway haul, and with heavy equipment he may want a better road than we would build. If he doesn't want to do that, he might build a lesser road. So there are both sides of that.

Senator MCCLURE. You have indicated that you have sent this letter out in an effort to remove maximum and minimum road standards from your guidelines and give a more flexible guideline. That direction is completed, is that correct, and now you are waiting to see what will develop under it?

RESPONSE TO LETTER RELATING TO REMOVAL OF ROAD STANDARDS

Mr. PETERSON. Not only have I sent the letter out, but I talked to each regional forester individually before I sent the letter, and have talked to each one of them since. I have asked for a response from them by April 27.

Senator McCLURE. Would you provide a copy of that response or a summary of that to this committee when it is received?

Mr. PETERSON. Yes, sir, we will, Mr. Chairman.

[The information follows:]

ROAD STANDARDS

The responses from the regional foresters resulted in an estimated cost reduction of $26 million due to reevaluation of road reconstruction requirements. There are some long-term implications of possible higher hauling and timber purchaser maintenance costs which could be reflected in lower timber receipts to the Treasury.

ROAD CLOSURES

Senator McCLURE. Another aspect of your road policy which concerns me is road closures. Would you please expand on the considerations the Forest Service undertakes in determining road closures?

Mr. PETERSON. Basically, if we have a road that serves a limited area, we look at several factors.

One is: How much is it going to cost if we keep that road open to unrestricted public use during wet weather use, and in terms of other kinds of impact that will cause maintenance?

We also look at impacts on other resources. For instance, there may be an elk calving area or some other reason why it is not good to have a road there all the time.

Then we made a decision as part of the plan for that area to either have the road open or to have the road closed except for periodic use. Typically, if we have a road that goes in, say, for a couple of miles to serve a timber sale area, and was built for summertime use only, or for use by jeeps and other four-wheel-drive equipment extensive maintenance would be needed, particularly if the road has snow on it.

I mentioned roads into specific wildlife areas. We may make the decision to close that road. We might not close it all year; we might just close it part of the year, such as during wet weather.

That was always a controversial decision. I myself, last year, hunted in Montana in an area where we had some roads that were closed. Half the hunters thought that was a great idea because it allowed them to hunt in an area without being overrun by people. The other half were mad because they had to walk.

So it is not an easy decision to make, but we try to make the decision both from the resource and the cost of maintenance.

Senator McCLURE. Do you make a distinction between those which are new roads and those where roads are already in existence and have been in use for a long time?

Mr. PETERSON. We are reluctant to close a road that has been in use for a long time.

Senator MCCLURE. Do you use the same criteria used in the wilderness review for the existence of a road when you say that?

Mr. PETERSON. I would not think that criteria would be applied in most cases. If it is an existing road that has been in use and it is not causing problems—it may long since have been stabilized—unless there is some special problem in the area, we'd leave the road alone.

Senator MCCLURE. I'd agree with that as a statement of policy, and you smiled when I asked the question—and I say that because the record isn't going to show that unless I say it—because you knew the definition of a road for wilderness review was it had to be maintained on an annual basis by mechanical means, and if not so it wasn't a road. And, therefore, if it wasn't maintained on such a basis, it couldn't be closed. Under your closure policy, you wouldn't have to consider it as being open or closed.

But your experience would indicate there are a great many roads in use that have been in use for a long period of time. And your response, I take it, is that those roads which actually exist in spite of the definition or outside of the definition would be subject to the same reluctance to close that you have outlined?

Mr. PETERSON. That is so.

Senator MCCLURE. Many old roads just were never built, were never constructed; they just happened. People used the area and a track developed and pretty soon it became a road. Many of those went straight up, and severe erosion problems did occur.

And I know the justification for closure of some of those has been the erosion problem. Yet, I have also seen in exactly the same area a Forest Service road, constructed to specified standards, constructed as an alternative, and you might have 20 miles of the new road being constructed to avoid 500 yards of the road that was now causing an erosion problem. And the comparative burden would be thousands of times greater than the erosion problem caused by the old road in place.

Would you comment?

Mr. PETERSON. I would say in the situation you described, it was a poor decision to reconstruct.

Senator MCCLURE. I would call it a poor decision, too, but I see it happening. Has your letter that has gone out addressed itself to that?

Mr. PETERSON. It tells them not to reconstruct unless they are very sure it is required after looking at the resources that are there.

The manual supplement says, "You are trying to manage land for resource use and look at whether the road contributes to or detracts from that." You have to look at the before and after situation as you described it.

Senator MCCLURE. But the only way to test whether that directive is working is to wait and see, isn't it?

Mr. PETERSON. I plan to go and look.

Senator MCCLURE. So do I.

Mr. PETERSON. I'd be glad to go with you.

Senator MCCLURE. I'd be glad to listen.

We understand that the administration is proposing new block grant programs for rural and community development. Will those funds be available for technical assistance on nonindustrial private forest lands?

Mr. PETERSON. Are you talking about the State and private forestry program, what we call consolidated payments?

Senator MCCLURE. It would not be under your programs necessarily. It would be under other Federal programs for rural and community development.

Mr. PETERSON. Let's see if Mr. Roget knows the answer to that. I don't.

Mr. ROGET. I don't believe, sir, that our forestry assistance funds would be included in a departmentwide block grant program. At the present time, under the Cooperative Forestry Assistance Act, the funds for forest assistance to forestry agencies can be paid to the forestry agency as a block grant if the State so chooses.

Senator MCCLURE. I am not so much looking at whether or not your funds would be included in the block grant as at whether or not you have looked at whether the proposed rural and community development block grants would include the availability of funds to be used for technical assistance on nonindustrial forest lands. In other words, are we getting an overlap of programs?

Mr. ROGET. To our knowledge we are not.

Mr. PETERSON. As far as we know, those funds are not available for that purpose.

Senator MCCLURE. And if they were available for that purpose, would there be a reduction in the amount of funding available here?

Mr. PETERSON. If there were an overlap, yes.

Senator MCCLURE. There are so many changes being proposed. The reason my question was asked is to determine whether or not you have caught up with all of those changes, and I gather from your response you are not sure whether you have or not.

Mr. PETERSON. Well, things are changing, as you say, fairly rapidly, but as far as we have seen in the various block grants that are proposed—not including revenue sharing which can be used for anything—they are block grants but still have a purpose, like community development. We do not believe they are available at this time for reforestation and stand improvement and that kind of work on private lands.

Senator MCCLURE. In 1980 the Forest Service research program totaled $111.5 million for 2,321 staff-years, an average cost of $48,000 per staff-year. In 1981 appropriations to date, the research program increased to $122.2 million for 2,479 staff-years, an average cost of $49,000 per staff-year. However, for 1982, the request is for $134.3 million for the same 2,479 staff-years, an average cost of $54,000 per staff-year, or an increase of almost 13 percent over the latest actual fiscal year's experience. Why is this increase so large?

Mr. PETERSON. Mr. Chairman, we have attempted to increase the amount of work that is done extramurally, for instance, by the University of Idaho and other institutions where we have cooperative arrangements. We have attempted, as the research budget is increased slightly, to provide for funding for extramural work.

FOREST SERVICE RESEARCH PROGRAM

Senator McCLURE. How do you plan to use an increae of $12.1 million over 1981 appropriations, to date, with no increase in staff-years?

Mr. PETERSON. The $12.1 million increase will be used to cover costs of the Pay Act of October 1980, increased cost of GSA leased space and other increased operation costs required to maintain current level of services.

Senator McCLURE. What percentage of that increase is solely for pay?

Mr. PETERSON. We have it in the notes here.

Of the total research budget, about 70 percent of the research budget is tied up in salaries of various kinds.

Senator McCLURE. I wonder if you could provide for the record a detailed breakdown of how that increase is going to be used with respect to staff pay and the other components to which you made reference.

Mr. PETERSON. We'd be happy to do that.

Senator McCLURE. Thank you.

[The information follows:]

Use of $12.1 million increase in research

Increase for Pay Act of October 1980	$8,200,000
Increase for GSA standard level users charges	1,000,000
OMB allowance for inflation	3,800,000
Total	12,100,000

COMPLETE PROJECTS IN RESEARCH BUDGET

Senator McCLURE. How much of your research budget in 1981 is in projects that will be largely complete in that year?

Mr. PETERSON. Mr. Chairman, we complete 20 to 25 percent of our projects each year. As those projects are completed, we move on to other high-priority projects. So roughly 20 percent are completed per year.

Senator McCLURE. Will the projects funded via those funds be of higher priority funding than the projects you propose to undertake with new funds in 1982?

Mr. PETERSON. We are not proposing to take on new areas of research. We will continue high-priority projects that were started last year, but as other projects are finished, we will go back to the RPA assessment and pick up the kind of work covered there.

We have in some respects used up our pool of basic research knowledge in the last several years as we have tried to accelerate the solutions to certain problems. So, we need to increase our efforts in basic research. Let me give you one example. We have used petroleum-based adhesives for practically all the plywood and plywood products in recent years. That has become extremely expensive. We need to go back to basic chemistry to look at alternative adhesives for wood. The ideal thing would be to use the wood's natural adhesives, but that takes basic research that we have not tried to do in the last 10 years because alternative adhesives were less costly.

Also in the area of genetics, we need some pioneering work in how trees can grow, and so on.

1982 RESEARCH INITIATIVES

Senator McClure. Your research program initiatives for the original 1982 budget are listed on page 32 of your budget justification. However, your budget amendment does not indicate that these priorities will be reordered, even though the research budget was revised down by about $9 million. Will the research priorities change? Is the list on page 32 in priority order? If not, what is your priority listing?

Mr. Peterson. We are going to continue to emphasize those items that were listed. We will simply reduce the rate at which we increase those items. In other words, we will stay at about last year's level for those items. In eastern hardwoods, we started that last year and we had planned to add another increment for 1982. We will not add this increment; we will continue at last year's level.

We considered that a better alternative, Mr. Chairman, than to stop and start these projects. We will just throttle back on those projects for 1982.

ROAD CONSTRUCTION RESEARCH

Senator McClure. How much research do you have planned to support your road construction program, which is a $0.5 billion annual program?

Mr. Peterson. The only research we do in roads has to do with the impact on other resources. For example, in Idaho we are looking at road construction in terms of how it affects the anadromous fish. We are also looking at maintenance and construction as it applies to elk. We are also looking at soil stabilization on road projects.

Most of the historic research in roads has been done by other agencies. We did have a project in California looking at low traffic volume roads and we are looking at the possibility of doing some more work there.

Senator McClure. Out of the research budget?

Mr. Peterson. Yes, out of the research budget.

Senator McClure. Can that be accelerated?

Mr. Peterson. I think it probably could.

Senator McClure. Do you have a research initiative on road engineering standards and surfacing?

Mr. Peterson. We have some work on surfacing. We have looked, for example, at ways to break up rock that occurs naturally on the site as an alternative to hauling rock in. We have also looked at the use of salt cement and other methods of stabilization.

But I mentioned the impact of roads. We have studies in Idaho, California, and Alaska to look at the landslide mapping system, and at landslide hazards in areas where we might be planning roads.

Senator McClure. Does your research program extend to the impact upon other resources according to the standards used for road construction?

Mr. PETERSON. Yes; we have looked, for example, at decomposed granite. If you sidecast material—if you build a sidehill road and sidecast material in decomposed granite and try to use the outslope of the road, the whole road will go. We tried that system and found it didn't work based on watershed research, and that is part of the studies made in Idaho.

Senator McCLURE. When you build a road on a steep hillside and require a certain width and require a borrow pit on the inside, you increase water retention, as opposed to the old structure which was left without a borrow pit.

Mr. PETERSON. Without a ditch.

Senator McCLURE. And as a result, the water came down that road very quickly, did not soak into the slope or the upper side of the road.

Mr. PETERSON. The evidence also indicates the road went if it's decomposed granite.

Senator McCLURE. I'm not talking about it in a specific area, but about the road standards that require there be a ditch on the upper side, and that is what your road requirements have been. It increases the loss of roads on such steep hillsides, rather than decreases the loss, does it not?

Mr. PETERSON. Mr. Chairman, there are places where that is true and places where it is not true. There are places where you can use surface drains on roads such as dips. We have had substantial problems with putting surface dips on roads that are carrying logging traffic. Since the dip has to be at an angle in the road, it is very difficult to drive a loaded logging truck over that dip.

Senator McCLURE. What do you mean it's difficult? Do you mean they have to slow down from 50 miles an hour to 30?

Mr. PETERSON. No, they may have to slow down from 20 to 5 miles per hour.

Senator McCLURE. Then you have been on different roads than I've been on or you have different drivers.

Mr. PETERSON. Anyway, the drainage system that is used in each road has to be a site-specific decision made by people in that area.

Senator McCLURE. I understand that, but again the question that I am asking is directed toward the question of whether or not the research is evaluating those differences.

Mr. PETERSON. Yes; we have research to evaluate different kinds of drainage systems on roads.

Senator McCLURE. Who does the research? The engineers?

Mr. PETERSON. Most of that was done by watershed management people.

Senator McCLURE. Civil engineers?

Mr. PETERSON. No, sir.

Senator McCLURE. No civil engineers? You don't allow them in the shop? [Laughter.]

Mr. PETERSON. We've got a few. [Laughter.]

Senator McCLURE. How many do you have?

Mr. PETERSON. A little over 900.

Senator MCCLURE. A little over 900, building more and more roads to higher and higher standards. Contractors love them.

Mr. PETERSON. We are building more roads but not to higher standards.

Senator MCCLURE. If I live long enough.

FORESTRY INTENSIFIED RESEARCH

Last year Congress earmarked $1.2 million in research funds for the forestry intensified research project which addresses difficult problems of reforestation and tree growth in southwestern Oregon. What are the Forest Service plans for the FIR project for 1982?

Mr. PETERSON. That's a cooperative program in connection with Oregon State University. We do plan to continue it this year. I will ask Dr. Buckman to give you the details on it.

Mr. BUCKMAN. Mr. Chairman, we have $750,000 in this budget for activities related to forestry intensified research.

Senator MCCLURE. That's about a 40 percent reduction, is it not?

Mr. BUCKMAN. Yes, sir, the Carter budget contained an additional $330,000 for the FIR-related project, but these funds were withdrawn with the budget revision.

Senator MCCLURE. How much similar research is being currently conducted by others?

Mr. BUCKMAN. Throughout the Nation, Mr. Chairman?

Senator MCCLURE. No, in that area.

Mr. BUCKMAN. Oregon State University and the Forest Service are the principal performers of the research.

Senator MCCLURE. And how much is OSU putting into it—Oregon State University, I should say?

Mr. BUCKMAN. I don't have that figure at my fingertips, Mr. Chairman.

Senator MCCLURE. Are they increasing or decreasing their commitment?

Mr. BUCKMAN. They are increasing their commitment.

Mr. PETERSON. You might be interested that Associate Chief Doug Leisz will be out there looking at the progress on that project, and we will be glad to give you an update on that, if you like.

Senator MCCLURE. Would you please indicate what other contributions from Federal and local organizations are contemplated so we can get a scoping of the program from last year to this. Because, if I recall, that was projected to be a 10-year program.

Mr. PETERSON. That is correct.

EFFECT OF REDUCTION IN PROGRAM

Senator MCCLURE. I'd like to know what this proposed 40 percent reduction is going to do to that 10-year program scope.

Mr. PETERSON. Yes, sir, we will be glad to provide that as well as contributions to the program by the Bureau of Land Management, county and private landowners.

[The information follows:]

EFFECT OF PROPOSED REDUCTION ON FORESTRY INTENSIFIED RESEARCH PROGRAM IN FISCAL YEAR 1982

Fundamental research at Oregon State University will be maintained at the fiscal year 1982 level, but the Forest Service portion of the research program will be continued at a slower rate.

CONTRIBUTIONS OF FOREST SERVICE, BUREAU OF LAND MANAGEMENT COUNTY, AND PRIVATE LANDOWNERS TO THE FIR PROGRAM IN SOUTHWEST OREGON

Source of contribution	Fiscal year— 1979	1980	1981
Forest Service	$198,000	$243,000	$1,332,000
BLM plowback funds	168,000	1,472,000	303,000
O. & C. counties	100,000		
Private industry	25,000	25,000	30,000
Miscellaneous cooperators	5,000	11,000	11,000
Total	496,000	1,751,000	1,676,000

HERBICIDES RESEARCH

Senator McCLURE. Does the Forest Service have research underway on herbicides that are environmentally more acceptable than those currently available? If so, at what level?

Mr. PETERSON. Yes, we do. I will let Dr. Buckman explain that.

Mr. BUCKMAN. Yes, we have tried several alternatives to herbicides. For example, prescribed burning is one way of controlling undesirable shrubs and weeds. We have had considerable experience with mechanical equipment like disks and rakes. We have even tried goats in several areas, goats that will browse.

Senator McCLURE. Goats eat anything. You don't have to qualify it. [Laughter.]

But are you looking at other herbicides?

Mr. BUCKMAN. Yes.

Senator McCLURE. And how much are you spending on that research?

Mr. BUCKMAN. We have about 20 scientist years devoted to herbicides.

Senator McCLURE. About how much of that is toward alternative herbicides?

Mr. PETERSON. I would estimate about five scientist years.

Senator McCLURE. About one-fourth?

Mr. BUCKMAN. About 25 percent.

Mr. PETERSON. Most of the work we do is to help evaluate products that are being developed for other uses, agriculture uses and so on. The amount of herbicides used in forestry is so low that it is very difficult to develop herbicides from scratch for forestry purposes alone. The volume is not sufficient.

Senator McCLURE. Have you found anything yet that comes close to the economics of the current herbicides?

Mr. PETERSON. No, we have not. For example, 2,4-D that's being used now, is economical, effective, and safe as far as we can determine and it does not persist in the environment. It is quite an effective herbicide.

Senator McCLURE. What is the nearest economic competitor?

Mr. PETERSON. It depends on the brush.

Senator McCLURE. Goats? [Laughter.]

Mr. PETERSON. No; probably one of the more economical alternatives, if the tree species will allow it, is to get cultural systems that promote natural regeneration with the use of fire after harvesting. Unfortunately, in certain kinds of situations, like the Northwest and the South, the brush just comes back too fast to be able to get the trees above it without some help. That would happen over a long period of time but it would be a tremendous long period of time.

RESEARCH ON WILD HORSES AND BURROS

Senator McCLURE. Does the Forest Service have research underway on wild horse and burro impacts on rangeland?

Mr. BUCKMAN. No, sir, we do not.

Mr. PETERSON. That responsibility was given to the Bureau of Land Management.

Senator McCLURE. And you are perfectly happy with that?

Mr. PETERSON. Yes; we think that was a smart decision.

ANIMAL DAMAGE CONTROL TECHNIQUES

Senator McCLURE. How about animal damage control techniques?

Mr. PETERSON. Yes, we are doing some.

Senator McCLURE. Would you provide for the record a summary of those activities?

Mr. PETERSON. Yes, sir, we will.

[The information follows:]

ANIMAL DAMAGE CONTROL ACTIVITIES

Forest Service animal damage control activity is normally accomplished in conjunction with various management activities including nursery seedling production, reforestation, and timber stand improvement. Examples of measures necessary to protect against animal damage at nurseries include coating of tree seeds with repellants or construction of barriers or screens over seed beds. Animal damage protection associated with reforestation include reduction of pocket gopher populations either indirectly through vegetation treatment or direct control by poison or trapping. In many national forests planted seedlings need protection from deer, elk, and mountain beaver. Protection measures include the use of Velpar plastic tubing or chemical repellants on seedlings during the period that damage would occur. Protection against animal damage after the seedling stage includes porcupine control.

Animal damage control accomplishments for 1980 associated with reforestation and timber stand improvement are: reforestation activity, 75,912 acres; timber stand improvement, 13,600 acres; and nursery animal control, damage control of various degrees needed for the production of the 151 million seedlings produced.

Animal damage control for 1981 and 1982 are expected to be comparable to the 1980 accomplishment.

ECONOMIC EVALUATION AND SURVEY WORK

Senator McClure. Why is such a large portion of your research budget devoted to economic evaluation and survey work? I think it's about 17 percent of the total research budget.

Mr. Buckman. Mr. Chairman, the Forest Service by statute has responsibility for inventorying the forest resources of the Nation. This is a rather expensive undertaking when you consider there are 740 million acres of forest land.

Currently our assessments occur on the average at 11-year intervals. That is, we repeat the inventories at 11-year intervals. The users of our research programs have urged us to request more funds to shorten this inventory cycle.

Senator McClure. So the percentage could go higher?

Mr. Peterson. Yes, sir.

ALLOWANCE FOR INFLATION

Senator McClure. On page 21 of your justification you show an OMB allowance for inflation of $4.8 million for research. What does this include, and did other Federal agencies receive a similar allowance?

Mr. Peterson. That is to cover nonsalary items, and it is based on an analysis of the makeup of the budget. It is a standard allowance.

Senator McClure. Standard allowance? Standard in all Federal agencies?

Mr. Peterson. We did not inflate the budget going to OMB, because we were in the middle of the RPA effort and we were using a 1979 base year for all costs. We couldn't have some costs on one year and some on another. So we told the Department and OMB that our budget was based on a certain year, and they gave us this inflation factor.

TIMBER PRODUCTION NONINDUSTRIAL PRIVATE LANDS

Senator McClure. You stated earlier, particularly during the chart presentation, that ultimately additional timber production will have to come from private lands, largely from the smaller, nonindustrial ownerships. You propose increases in rural forestry assistance and planning in 1982 to help facilitate that production.

What do we know about the relationship between additional Federal spending and additional timber production from private lands?

Mr. Peterson. We know quite a bit. I'll give you an overview and then Mr. Roget will add to it.

During the time we had the soil bank program people could put their land in the soil bank. There were lots of trees planted. A follow-up analysis shows that of those plantations that were established at that time, more than 80 percent are still in place. They are contributing significantly to the timber supply in the South today.

We did an analysis of the amount of reforestation on private land with and without certain incentives. This chart shows that Federal incentives are important in getting reforestation done.

Senator McClure. Does that differentiate between the kinds of incentives?

FOREST INCENTIVES PROGRAM FOLLOWUP

Mr. Peterson. Yes; to a degree. We don't know, for example, the effect of Senator Packwood's bill last year, which provides a tax incentive. We have a plan to do a follow-up analysis to isolate the effect of what we believe is a very significant tax incentive. We did a follow-up on the forestry incentives program. That evaluation is published and we would be glad to provide it to you.

Senator McClure. If you can do that, I'd appreciate having it.

[The information follows:]

Reprinted from the JOURNAL OF FORESTRY
Vol. 77, No. 10, October 1979

Financial Efficiency Of The 1974 Forestry Incentives Program

Thomas J. Mills and Daria Cain

ABSTRACT—The primary goal of the Forestry Incentives Program is to increase timber production in a cost-effective manner. Evaluation of a 9-percent sample of assistance cases in the 1974 program year indicated that the financial return and total yield increase were high on the average but low in some program segments. Five recommendations are proposed to improve performance.

The enabling legislation (P.L. 93-86) for the Forestry Incentives Program (FIP) authorized the secretary of agriculture to share from 50 to 75 percent of the direct cost of forestry practices with nonindustrial private landowners. The act restricted participation to owners of less than 500 acres of forestland unless a special waiver was approved by the secretary. In 1974, administrative regulations further restricted participation to tracts with a production potential of more than 50 cubic feet of timber per acre per year. In tree planting practices, owners were not eligible for cost-sharing assistance if they had commercially harvested timber in the previous five years on the tract being planted. In 1974 a priority ranking scheme which considered site class, tract size, timber type, and practice was recommended to the states for case selection (USDA Forest Service 1974).

The question of program goals was raised early in FIP's development, both in Congress during the drafting of the legislation and in the Department of Agriculture when program guidelines were developed. Numerous goals were mentioned, including resource protection and enhancement of recreation and wildlife benefits. Cost-effective timber production, the most frequently and strongly advocated goal, however, had the greatest influence upon the 1974 guidelines.

Concern over the potential financial efficiency of FIP was widespread in 1974. Some people questioned whether FIP could ever be molded into a cost-effective timber program, but in the absence of any direct evaluation the discussion was largely conjectural.

The present study, the second major evaluation of FIP's 1974 timber performance since the program's inception (Mills 1976, Mills and Cain 1976) had two objectives: estimate the timber yield increase and the financial return associated with that yield increase; and determine the performance of major segments of the 1974 program in order to make recommendations for improvement.

The second objective is particularly important in the design of a performance evaluation. It is better to evaluate major program segments than to derive overall averages alone. Low-performance segments should be upgraded or removed regardless of how well the program performs on the average.

Study Methods

The evaluation objectives strongly influenced the sampling scheme and subsequent analysis. The major steps in the analysis are diagrammed in *figure 1*.

The 1974 population of 15,849 FIP cases, less a small number that were comprised of miscellaneous practices such as fencing, was stratified into 77 sampling cells. The stratification was based upon forest practices and forest type, and further by state because of the strong hand that state agencies have in the direction of the program. Within these strata, 1,529 sample cases were randomly selected, 1,439 in the East and 90

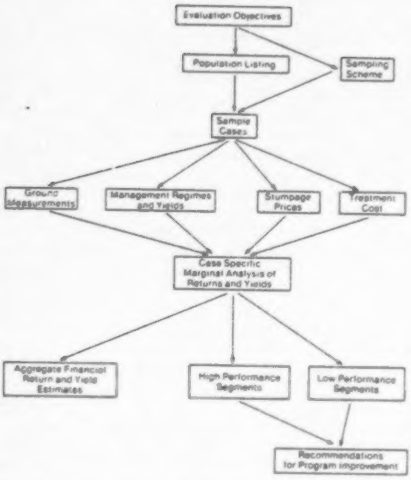

Evaluation Objectives
Population Listing
Sampling Scheme
Sample Cases
Ground Measurements
Management Regimes and Yields
Stumpage Prices
Treatment Cost
Case Specific Marginal Analysis of Returns and Yields
Aggregate Financial Return and Yield Estimates
High Performance Segments
Low Performance Segments
Recommendations for Program Improvement

Figure 1. Major study sections.

in the West. Ninety-six samples were discarded because of incomplete data, leaving 1,433 cases for an overall sampling intensity of 9 percent. Because the samples were drawn with the benefit of a complete population listing, all results were expanded to population estimates. Only the population estimates are presented in this paper.

The first evaluation objective called for an estimate of the yield increase due to the FIP assistance. This objective in turn dictated a marginal analysis format. Because no immediate increase results from the initial FIP practice, assumptions about two complete management regimes were required:

1. Intensive regime: a set of actions started with one FIP practice and followed by a sequence of relatively intensive but practical practices and harvest, and
2. Current regime: a sequence of actions characteristic of what typical nonindustrial private landowners are now applying.

Any costs and returns common to both regimes, such as those for land and annual management, were excluded because they cancel out. Each regime was carried into a second rotation which was then repeated into perpetuity in order to standardize the time horizons of competing investments. All of the yield increases and financial returns reported here represent the differences between these two regimes (*fig. 2*). This study evaluates whether the additional investment is justified by the additional timber yield which results, not whether growing trees is the most economical use of the land.

All of the sample cases were visited one to one-and-a-half years after the treatment was installed. Pre- and posttreatment stand conditions, such as basal area by species and number of surviving seedlings, were estimated from on-the-ground measurements and service forester records. Most of the measurements were made by state service foresters and a few by

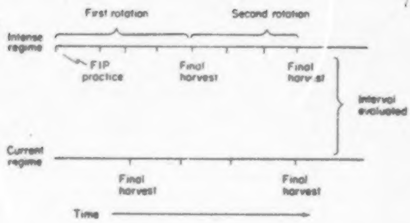

First rotation
Second rotation
Intense regime
FIP practice
Final harvest
Final harvest
Interval evaluated
Current regime
Final harvest
Final harvest
Time

Figure 2. The basic marginal analysis format.

USDA Forest Service personnel. To avoid possible bias, state personnel avoided measuring sample cases in their own state.

Because the number of sample cases in the East was large, management regimes and yields could not be constructed for each case individually. Therefore, "stylized" regimes and yields were developed for both the intense and current regimes, each covering a broad range of case conditions. The stylized or average regimes were distinguished by some 22 species groups, by site index ranges, initial treatment categories, and regions. A total of 92 separate stylized intense and 48 current regimes were developed. In the West, where there are fewer sample cases, separate regimes were developed for each.

All regimes were carried through a sawtimber rotation. Pulpwood came from commercial thinnings and the utilization of tops. Follow-up treatments, such as hardwood control in a pine plantation, were included if individual conditions indicated they would be necessary.

For example, the rotation in the intensive regime was 45 years for loblolly pine on sites with an index of 70 feet (50 years), and commercial thinnings were included at ages 17, 25, and 35 years. The estimated mean annual increment (MAI) of the intensive regime was 101 cubic feet per acre. The current regime for loblolly pine had a merchantable-volume MAI of 20 cubic feet if more than 200 volunteer seedlings per acre were encountered at the time of measurement; the regime contained no yield if volunteers numbered less than 200. Regimes and yields were drawn from a broad range of published and unpublished sources, adjusted and augmented by professional judgment where necessary.

Once a sample case was matched with the appropriate stylized regimes, conditions of the case were compared with a set of silvicultural thresholds. The thresholds identify timber stand conditions or treatment situations where the yield increase from the initial FIP practice is likely to be negligible. They were used to overcome a weakness in those stylized regimes that were most likely to give erroneous answers when the yield increases were very small. The thresholds also identified cases where further analysis was unnecessary.

Silvicultural thresholds were set for maximum stand age, minimum basal area reduction, and minimum pretreatment basal area (*table 1*) and for minimum plantation stocking (*table 2*). For example, if a 60-year-old oak-hickory stand was treated, or if only 10 percent of the basal area was removed from a 40-year-old oak-hickory stand, the expected yield increase was set to zero. Thresholds were also established for removal of understory trees only in oak-hickory, cove hardwood, northern hardwood, or white birch intermediate treatments, and removal of grape vines only in oak-hickory or cove hardwood stands more than seven years before final harvest. The thresholds, like the yields themselves, were derived from numerous sources, such as management and stocking guides, and required a good deal of professional judgment.

If a case failed the threshold test, the reason was noted and the yield increase was set to zero. If the case passed the test, the regime and yields were adjusted as closely as possible to conditions dictated by the sample case. For example, if the number of surviving seedlings was between 200-299 in a slash pine planting case, the first thinning was removed from the stylized regime and the yield from the second thinning was reduced by 10 percent.

Table 1. Silvicultural thresholds used to identify stand and practice conditions that are likely to result in negligible growth increase: timber stand improvements.

Species	Maximum age	Minimum basal area reduction	Minimum pretreatment basal area
	Years		
Southern pine[1]	40	10 sq. ft.	0-3 in. d.b.h., 300 trees 4-6 in. 20 sq. ft. 7-10 in. 30 sq. ft. 11+ in. 40 sq. ft.
Oak-pine	45	15%	B-level stocking[2]
Oak-hickory	45	15%	B-level stocking[2]
Cove hardwood	60	15%	B-level stocking for oak-hickory[2]
Black walnut	60		
Black walnut (pruning)	60		
Northern hardwood (Northeast)	60	10 sq. ft.	B-level stocking[2]
White birch	45	10 sq. ft.	B-level stocking[2]
Northern pine	60	15%	B-level stocking[2]
White pine (pruning)	60		
Red pine (pruning)	60		
Spruce-fir	50	20 sq. ft.	B-level stocking[2]
Hemlock	60	15%	B-level stocking for white pine[2]
Douglas-fir	60[3]		
Ponderosa pine	60[3]		

[1] Except for slash pine, which has a maximum age of 20 years, and Virginia pine, which has a 10-year maximum.

[2] The B-level stocking, in the respective stocking guide, which indicates the minimum basal area required, by diameter class, to achieve full stocking.

[3] The maximum age threshold was augmented with field observers' comments on other stand characteristics.

Table 2. Silvicultural thresholds for minimum plantation stocking per acre.

Species	Minimum surviving planted or established seedlings
	No.
Southern pine[1]	200
White pine	200
Red pine	150
Jack pine	200
Spruce	200
Douglas-fir	150-300[2]
Ponderosa pine	250-300[2]

[1] Except for Virginia pine which has a 250-tree threshold.

[2] Varied by region.

A similar approach of stylized data adjusted by case-specific information was used in the derivation of the stumpage prices. Sawtimber and pulpwood stumpage prices were compiled by region for 53 separate species. Prices for individual species were weighted together case by case, the weights being the pre- and posttreatment basal areas of the crop species in that case or the number of surviving planted seedlings by species. As a result, the species composition of the tract, and the effect of the treatment upon species composition, were reflected in the stumpage prices. This adjustment is particularly important in the hardwood treatments. The annual rate of real price increase was assumed to be 1.5 percent for eastern softwoods and 2.5 percent for eastern hardwoods and western softwoods.

Four versions of the initial treatment cost were calculated: (1) direct cost—federal plus private share, (2) total cost—direct cost plus a $223 per case delivery or "overhead cost," (3) public cost—federal direct plus program delivery cost, and (4) private direct cost. For example, given a 15-acre sample case that received a $450 cost-share at the 75 percent share rate, the direct cost is $40 per acre, the total cost is $55, the public cost is $45, and the private cost is $10. All treatments subsequent to the first were calculated as direct costs. Financial return calculations were made for all four cost options, but results are shown for the direct cost option alone unless otherwise noted.

For more details on the procedure and the data, the reader is referred elsewhere (Mills and Cain 1978).

It should be kept in mind that this article is on the evaluation of the 1974 program as the cases were actually installed. How well the first year represents subsequent performance is not known.

Estimates of Financial Returns and Timber Yields

The average real internal rate of return (IROR) of the 1974 cases, when weighted by tract size of the sample cases, varied from 9.4 to 14.9 percent, depending on which cost option was used:

Cost option	Weighted average IROR
	Percent
Direct	10.2
Total	9.4
Public	10.2
Private	14.9

The total benefit-cost (B/C) ratio for the whole program, when calculated at the 6⅜ percent discount rate set by the Water Resources Council in 1977, was 5.6, and 75 percent of the cases were capable of earning that return (*table 3*). The total program's present net

Table 3. Aggregate financial return and yield results under the direct-cost option (weighted average IROR = 10.2 percent).

Discount rate	Present net worth: Total	Present net worth: Average	Total B/C ratio	Proportion of cases
Percent	*Million dollars*	*Dollars*		*Percent*
10	7.94	31.40	1.9	45
7½	30.96	122.41	3.6	67
6⅜	53.96	213.37	5.6	75
3	605.81	2,395.45	54.2	83

Table 4. Comparison of the financial return results under each of the four cost options.

Discount rate (percent)	Direct cost		Total cost		Public cost		Private cost	
	Total B/C ratio	Percent of cases	Total B/C ratio	Percent of cases	Total B/C ratio	Percent of cases	Total B/C ratio	Percent of cases
10	1.9	45	0.9	32	1.0	39	5.3	69
7½	3.6	67	1.9	53	2.2	57	10.9	79
6⅜	5.6	75	3.0	63	3.5	65	16.0	82
3	54.2	83	31.8	82	36.0	32	114.9	83

worth (PNW) was $54 million under the same discount rate.

The average IROR under the total-cost option is lower, and a smaller percentage of the cases earn 6⅜ percent (*table 4*). Under the public-cost option, the average IROR is the same as under the direct-cost option, but fewer cases earn 6⅜ percent. The average return to the private cost-share alone was the highest.

The estimated first rotation yield increase is 1,045 million cubic feet (*table 5*). Most of the increase (65 percent) is softwood sawtimber, and most of the rest (28 percent) is softwood pulpwood. Six percent is hardwood. The weighted average increase in mean annual increment (MAI) is 74 cubic feet per acre. The small increase in hardwood yield is in keeping with past observations that the major benefit of treatments is upon grade and species composition rather than yield. Sixty-eight percent of the yield increase is expected within 50 years of the initial treatment. The remainder is spread out as long as 125 years from the date of treatment. The rotations of white and red pine plantations are 125 years long.

Table 5. Estimated first-rotation yield increases.

Product	Total yield	MAI per acre
	Million cu. ft.	*Cu. ft.*
Softwood		
Sawtimber	679.7	44.0
Pulpwood	296.7	26.9
Hardwood		
Sawtimber	57.4	2.4
Pulpwood	10.1	.4
Total	1,043.9	73.8

The magnitude of this first-rotation yield increase is not apparent until it is compared with some benchmark. Total softwood removals from farm and miscellaneous private lands in 1976 were 3,640 million cubic feet (USDA Forest Service 1978). The projected first-rotation softwood yield increase from the first year of FIP is 977 million cubic feet or a full 27 percent of the 1976 removals. Yet the projected FIP yield is from only about 210,000 acres of softwood treatments, less than 0.1 percent of the acreage held by the farm and miscellaneous private owners. This comparison suggests how much future national timber yields can be increased by moderately intensive timber culture on a small but carefully selected share of the land.

Differences in performance among the regions are noticeable. They result from inherent differences in practices, treatment costs, and stumpage prices, and from variation in results when sample cases were compared with the silvicultural thresholds. The weighted average return in the South was 10.8 percent, and 88 percent of the cases could earn 6⅜ percent (*table 6*). The increase in MAI in the South was 94 cubic feet per acre. All three of these performance indexes are highest in the South, and two-thirds of the 1974 federal cost-share funds were expended in that region.

The 1974 financial performances in the North and Pacific Coast are similar, with average returns of 8.9 and 9.4 percent respectively. The MAI increase is greater in the Pacific Coast than in the North because the North had a larger proportion of hardwood treatments, which produce little yield increase. The yield and the financial performance in the Rocky Mountains were lower than elsewhere.

Large segments of the 1974 program had high financial returns relative to the 6⅜ percent criterion or high yield increases. Planting loblolly pine, the removal of an overstory to release established loblolly seedlings in the understory, and planting slash pine had high IRORs (*table 7*). More than 90 percent of these cases can earn 6⅜ percent. They also have an average MAI increase of roughly 100 cubic feet per acre. The timber stand improvements in northern hardwoods, cove hardwoods, and black walnut had higher returns than the high-performance southern pine segments, but the percentage of cases that can earn 6⅜ percent was lower and the MAI increase much lower. Timber stand improvements in Douglas-fir had a high average IROR too, but less than half could earn 6⅜ percent, and their MAI increase was low, largely because of cases that failed to pass silvicultural thresholds. The average IROR of the Douglas-fir cases which exceeded the 6⅜ percent cutoff was higher than the corresponding set of southern pine timber stand improvements.

Table 6. Financial return and yield results by region under the direct-cost option.

Region	Average IROR	Average MAI increase per acre	Cases earning discount rate of		Percentage of total funds
			6⅜ percent	7½ percent	
	Percent	*Cu. ft.*	*Percent*		
South	10.8	94	88	86	66
North	8.9	42	66	52	29
Pacific Coast	9.4	67	61	58	3
Rocky Mountains	2.9	2	12	7	2

Table 7. Major segments of the 1974 FIP program with high financial returns or yield increases.

Program segment	Weighted average IROR	Cases earning 6⅜ percent	Weighted average MAI increase per acre
	Percent	*Percent*	*Cu. ft.*
Loblolly pine, planting	10.9	93	110.1
Slash pine, planting	12.4	90	104.8
Loblolly pine, release	12.6	97	91.3
Northern hardwood, stand improvement	15.0	80	10.4
Cove hardwood, stand improvement	16.0	72	26.9
Black walnut, stand improvement	16.9	71	4.1
Douglas-fir, stand improvement	14.8	48	39.9

The majority of the segments with low financial returns or yield increases were conifer treatments. Timber stand improvements in slash pine and oak-pine are in this category, primarily because many of them exceeded the maximum treatment age threshold (*table 8*).

Timber stand improvement in oak-hickory stands is the only major hardwood treatment that rated low. Unfortunately, the FIP program in some central states is composed almost exclusively of oak-hickory treatments. The average IROR was less than 5 percent, and fewer than half of the cases could earn 6⅜ percent. The major problem was that half of the stands exceeded the 45-year age threshold. A few of these older stands may have a positive IROR because of the species composition impact of the treatment. For stands less than 45 years old, the IROR was generally above 6⅜ percent, mostly because the treatment improved species composition.

Table 8. Major segments of the 1974 FIP program with low financial returns or yield increases.

Program segment	Weighted average IROR	Cases earning 6⅜ percent	Weighted average MAI increase per acre
	Percent	*Percent*	*Cu. ft.*
Slash pine, stand improvement	3.2	12	4.5
Oak-pine, stand improvement	4.8	19	3.2
Shortleaf pine, planting	5.7	24	62.6
White pine, planting	6.1	49	126.9
Spruce, planting	6.7	63	106.2
Spruce-fir and hemlock, stand improvement	3.0	24	1.5
Oak-hickory, stand improvement	4.7	43	9.5
Ponderosa pine, planting	2.0	11	12.4
Ponderosa pine, stand improvement	3.7	26	1.6

Need for Follow-Up Treatments

These yield and financial return estimates assume that all needed follow-up practices will be applied. Because such subsequent treatments are not always accomplished (Williston 1972, Shackelford 1976), special attention was given to locating any needed follow-up in the 1974 FIP cases.

On southern pine sites, more than 10 square feet per acre of residual overtopping basal area was found in 4 percent of the plantings and 56 percent of the understory release treatments; the average residual basal area was over 30 square feet per acre. These overtopping residuals must be removed soon, or seedling survival will suffer. Seven percent of the eastern conifer plantings require hardwood control, and 79 percent of the Douglas-fir plantings require brush control. Twenty-one percent of the southern pine release cases need a follow-up precommercial thinning. In total, 1,390, or 9 percent of the 1974 cases, need some sort of follow-up soon. If new assistance cases are signed up at the expense of foregoing these low-cost follow-up treatments, the eventual return and yield of the 1974 cases will be seriously reduced.

Causes of Low Performance

Some cases in both the planting and timber stand improvement categories failed to pass the silvicultural threshold tests. A portion of the planting failures resulted from drought or other natural risk, but many can be linked to controllable threshold failures like inadequate site preparation or poor planting stock. Almost all of the stand improvement cases that failed the silvicultural threshold tests were management-caused, linked to excessive stand ages and treatment of understocked stands.

Six percent, or 649, of the plantation failures were management-caused. The failure rate varied significantly by species. Three percent of the southern pine plantations failed because of management-caused factors as did 8 percent of the northen conifer, 22 percent of the Douglas-fir, and 82 percent of the ponderosa pine plantations.

Twenty-one percent, or 1,087, of the stand-improvement cases were treated at ages in excess of the maximums stated in the silvicultural thresholds. Excessive stand age was particularly frequent in southern pine, oak-pine, and oak-hickory treatments.

In 235 cases, too little of the basal area was removed. In 113, treatment was applied to understocked stands that already had enough growing space. Fifty-four percent of the southern pine and oak-pine and 57 percent of the oak-hickory stand improvement cases failed to pass the thresholds.

A total of 2,084, or 13 percent, of the 1974 cases failed the silvicultural threshold tests and were assigned a zero yield increase. Yet, they were controllable "failures" with regard to the timber production objectives. If the proper data had been analyzed at the time the treatment was prescribed and installed, either the treatment would have been modified or the case would have been rejected for FIP assistance; at least it could not logically have been placed under the cost-effective timber production banner.

Conclusions and Recommendations

Average financial returns for the 1974 FIP cases are high. Estimated yield increases from the treatment of only 0.1 percent of the nonindustrial private acreage are also high. These results are particularly impressive because 1974 was the first year of the program, and the greatest attention was given to developing an operational procedure. Concern over program composition and priority of cases was secondary. Sizable program segments had high financial returns and yield increases. Many of the low-performance cases could have been avoided, however, and management can reduce the extent of the low-performance segments in the future. Five recommendations are made for action to achieve this change.

First: Develop detailed silvicultural guidelines to identify case and treatment conditions that are likely to produce only negligible yield increase.

If guidelines, such as those embodied in the silvicultural thresholds, had been used in 1974, the average real IROR would have been 12.1 percent instead of 10.2 percent. An estimated $1.3 million of federal and private cost-share funds was spent in 1974 on cases that failed silvicultural threshold tests. Additional program delivery costs were also expended.

Second: Develop maximum cost guidelines for the federal cost-share by practice, species, site index, and region so that all assisted cases can earn at least some minimum financial return.

For example, if $140 per acre for site preparation and planting of loblolly pine on site 80 in the Southeast case earns 6⅜ percent, and the cost-share percentage is 75 percent, the maximum federal cost-share should be set at $105 per acre. If a particularly tough site preparation job costs $200 per acre, the federal cost-share still should be $105. Whether the private owner wants to pay the extra cost is his decision.

Current maximum cost guidelines were derived mainly by asking what a practice costs in a given area. They were not derived by asking what cost could be borne if the practice was to yield a minimum financial return. In 1974, $800,000 of federal and private cost-shares were spent on cases that passed the silvicultural thresholds but failed to earn a 6⅜ percent return.

Third: Distribute cost-shares among assistance cases in a manner more sensitive to the actual cost of treating each case, limited by the maximum cost guidelines.

If an easy site preparation and planting job in our loblolly pine example only costs $100 per acre, the federal cost-share should be $75 per acre. It should not be $105 per acre simply because that is the cost maximum for the practice.

Attempts were made to predict FIP treatment costs from major determinants such as basal area removed and tract size, but these efforts were totally unsuccessful. Discussions with state and federal personnel indicated that the maximum was often given to a participant regardless of what the particular treatment actually cost. Not only will that approach reduce financial returns, but it also raises the question of cost-share equity among participants. Development of the necessary cost-prediction relationships would be a sizable undertaking. Such relationships have been derived in the past for small areas, however, and the task is far from insurmountable.

Fourth: Avoid practices that require immediate follow-up attention if there is an alternative approach where success is not conditional upon immediate further treatment.

This recommendation is directed toward the practice of leaving overtopping basal area on planting and release cases. It is not intended to apply to situations such as direct seeding followed by precommercial thinning.

Fifth: Ensure that subsequent visits to the initial treatment site are an integral part of program delivery.

Certain follow-up treatments, such as hardwood control in pine plantations, are simply part of the job of growing a crop of trees. Past studies indicate that they are not made on nonindustrial private lands as frequently as they are needed. Attention to new cases at the expense of adequate follow-up practices will significantly reduce the timber yield increase and financial return below those estimated here.

Perhaps the most significant aspect of these five recommendations, and the factors in the 1974 program which prompted their proposal, is that they embody timber growing information that is already available. The silvicultural thresholds, for example, do not contain any radical or new concepts. They simply incorporate, into a consistent format, widely accepted ideas that apparently are not always applied on the ground. Although this analysis was restricted to 1974 FIP cases, the results raise questions about the quality of similar silvicultural practices applied on other lands through other programs also.

Since 1974, some changes have been made in national regulations to incorporate the ideas contained in these recommendations. Some states are progressing rapidly on their own initiative. A more concerted and consistent effort is warranted. Implementation of these recommendations, while maintaining such past gains as the 10-acre minimum tract, will enhance FIP's ability to fulfill its primary goal of cost-effective timber production. ■

Literature Cited

MILLS, T. J. 1976. Cost-effectiveness of the 1974 Forestry Incentives Program. USDA For. Serv., Res. Pap. RM-175. 23 p.

MILLS, T. J., and D. CAIN. 1976. 1974 Forestry Incentives Program: Indicators of cost-effectiveness. J. For. 74:678-683.

MILLS, T. J., and D. CAIN. 1978. Timber yield and financial return performance of the 1974 Forestry Incentives Program. USDA For. Serv., Res. Pap. RM-204. 56 p.

SHACKELFORD, R. 1976. A report on the current status of the pine plantations established in the State of Georgia under the 1956-1960 Soil Bank, Conservation Reserve Program. Processed. USDA For. Serv., Southeastern Area, State and Private For., Atlanta, Ga. 9 p.

USDA FOREST SERVICE. 1974. Forestry incentives program 1974: Guidelines to state foresters. USDA For. Serv., Div. Coop. For., Southeastern Area, State and Private For., Atlanta, Ga. 17 p.

USDA FOREST SERVICE. 1978. Forest statistics of the U.S., 1977, review draft. Wash., D.C. 133 p.

WILLISTON, H. L. 1972. The question of adequate stocking. Tree Planters Notes 23(1):9-10.

THE AUTHORS—Thomas J. Mills is forest economist, Pacific Southwest Forest and Range Experiment Station, USDA Forest Service, Riverside, California. Dana Cain is forester, Region 5, USDA Forest Service.

INCENTIVES

Senator McCLURE. Because certainly the soil bank provision for idle land and the owners of the land seeking a use for the land would be a significant opportunity, along with a significant Federal expenditure. But the other incentives are somewhat more difficult to trace, are they not?

Mr. PETERSON. That is right. Probably the most difficult to track is technical assistance. This is where you provide a few hours of help to a landowner and suggest ways that he can manage his land, including harvesting the timber.

One of the difficulties we have is that the overall effort is so small. For example, the State foresters are contacting about 5 percent of the landowners per year. In the Agriculture Extensive Service, they feel one landowner contact per year is necessary to keep the landowner abreast of new things that are happening. Our effort is so small it's hard to track.

Senator McCLURE. It would seem to me the primary determinant of private timber production will be market forces, wouldn't you agree?

Mr. PETERSON. Yes, that is true, providing the owner knows what the long-term opportunities are and he has a cash flow that will allow him to take advantage of them.

Some will improve the management of their property just from technical assistance. Others, experience has indicated, will not unless there is some cost sharing. This is because they simply don't have the cash flow that will allow them to invest for a return that may be 40 or 50 years off. Also, they may be subject to insect and disease loss or fire loss during that period.

The availability of insurance is also important. We have been working with the Department regarding long-term insurance, because it may be important to get landowners to invest.

REGULATIONS ON REFORESTATION TAX CREDIT

Senator McCLURE. You mentioned Congress had enacted the reforestation tax credit bill last year. Does IRS need some prodding from this committee to publish their regulations promptly?

Mr. PETERSON. I would hope not, but they have not yet published them.

Senator McCLURE. Hope springs eternal, but the regulations aren't out yet. Why?

Mr. PETERSON. I'm not sure of all the reasons. We have encouraged them to put them out. We, working with industry, have put out an unofficial guide. It would be very helpful if IRS would publish the official regulations.

Senator McCLURE. Has IRS asked you any questions about it? Have they sought any information from you?

Mr. PETERSON. We had some meetings with them several months ago.

Mr. ROGET. We worked with IRS up to the time the legislation was passed. IRS has put out some news releases informing people of the act and the availability of it. The National Forest Products Association and other associations have also asked. IRS has checked publications they planned to put out informing landowners of the availability of tax provisions.

Though we'd like to see things move faster at IRS, it does seem that the information is getting out and people are becoming familiar with it.

Senator McCLURE. From your meetings with the IRS, do you detect any difficulties they are having?

Mr. ROGET. No; not since the bill was passed.

Senator McCLURE. But still we don't have any regulations. They publish news items and so on, but if people are sophisticated at all about tax matters, they wait until they see the fine print because they know that in Government regulations, like insurance policies, the bold print giveth and the fine print taketh away.

Mr. PETERSON. We'd like to see the official regulations published because they would be available through channels that may not exist for the other publications. So we've done all we can to encourage it.

Senator McCLURE. But you are not aware of any particular difficulty they are having?

Mr. ROGET. No.

REFORESTATION RATES

Senator McCLURE. Do we still have a problem with reforestation rates in the Southeast after harvest has taken place?

Mr. PETERSON. Yes.

Senator McCLURE. Do you have an initiative targeted in this direction in 1982?

Mr. PETERSON. Yes, in our State and private program we have a specific initiative targeted to OK reforestation of that land. One of the things that we have done is publish a simple flyer that says, "Pine Reforestation—An Investment For The Future," pointing out it's a good investment, particularly in the South. One of the major banks in Atlanta has announced in the last month that a major part of their trust department will invest in this kind of work.

But the problem still has not been solved in the South.

RURAL FIRE PROTECTION

Senator McCLURE. Rural fire protection is proposed for another reduction in 1982. This is on top of a reduction in 1981 from 1980 levels. Is it your intent to phase this program out?

Mr. PETERSON. No, Mr. Chairman. We believe there are important Federal benefits from this cooperative program. For example, 2 years ago in your State of Idaho, we had State crews from throughout the East on those fires. The reason we brought State crews is because this is done regularly throughout the West. To do that you need common training and common vocabulary. That is one of the things that happens through this cooperative program.

We also have worked with the States to help them rehabilitate surplus equipment to provide for fire forces. In areas like Idaho, Wyoming, and Montana, there are substantial watersheds that serve a large part of the rest of the United States. It is not, we believe, that

State's entire responsibility to protect those watersheds for the rest of the United States; therefore there is a Federal role there.

RURAL FIRE PROTECTION AND CONTROL

Senator McClure. What is the key function provided by the program? Does any of it support firefighting crews? If so, how much?

Mr. Peterson. The key function is to provide protection on non-Federal timbered, potential timbered, certain nonforested watershed lands, and rural communities to the extent needed to hold fire damage below the level at which it would seriously interfere with expected yield of timber products and other public benefits or unacceptable losses of personal property and unreasonable risks to human safety. This is accomplished by providing grants and providing technical assistance to the States. The work of fighting the fires is done by the States. The Forest Service helps them to be ready to do that important job. Approximately 85 percent of the funding supports firefighting crews.

Senator McClure. I note that the reduction comes from the State grant portion but not from the Forest Service staff function. Why can't the Forest Service take some of the reduction?

Mr. Peterson. This was at the request of the State foresters because we've got a very small staff that facilitates service, such as the surplus property program, providing surplus property information, and certain training functions that are proposed by that staff. We did consult with the National Association of State Foresters before we put the request together.

Senator McClure. And the request from the States was they take all the cut and you take none of it?

Mr. Peterson. The States concurred in this budget as presented.

Senator McClure. That is a little different than the question I asked.

Mr. Peterson. Let me rephrase it. We consulted with the National Association of State Foresters and said to them, "This is how much money is available. Where do you think it should go?" This budget was developed after that consultation with them and reflects their advice.

Senator McClure. I gather from that you are suggesting that the States concurred that all the cuts occur in the State portion and not from the Federal portion.

Mr. Peterson. That is correct in this case. Because of the nature of the assistance they are getting, they felt that States couldn't provide that assistance.

Senator McClure. Urban forestry is again proposed at zero for 1982. Is the $1.8 million provided by Congress in 1981 a viable program size or should we go along with the Reagan proposal?

Mr. Peterson. We think the Federal role there is really a research role, providing research on urban forestry questions, and a small amount of money to make information available. We don't consider the very small action program as being either effective or needed.

We think this is an activity that the States and local communities will pick up. It is very popular in most States.

HARVEST LEVEL

Senator McClure. What assumptions have you made regarding the timber harvest level in 1981?

Mr. Peterson. In the current year?

Senator McClure. Yes.

Mr. Peterson. We had estimated when we put this together that the timber harvest might pick up in 1981 and would reach something near 10 billion. It appears that was somewhat optimistic. It will probably be somewhere between 8.5 and 9.5 billion, depending on what the market does the rest of the year.

Senator McClure. Between 8.5 to 9.5 billion?

Mr. Peterson. Yes, sir.

Senator McClure. How about 1982? What have you estimated? If you have revised that estimate, what is it now?

Mr. Peterson. Our estimate is 11.7 billion in 1982. If the housing market starts to rebound this fall as predicted, that is probably OK. If the housing market does not rebound as predicted, then that number is probably too high.

Senator McClure. What level of housing starts would you probably require before we'd get to that 11.7 billion for 1982?

Mr. Peterson. That was about 1.6 million, as I recall.

Senator McClure. What interest rate does it take to get to that level?

Mr. Peterson. Mr. Chairman, I wish I knew the answer. It appears that if interest rates drop to about 12 percent or below, timber harvesting will pick up. Interest rates are now running, as you know, between 14 and 15.5 percent.

Senator McClure. But you'd anticipate if it drops to 12——

Mr. Peterson. If it drops below 12 percent we see an increase in housing.

Senator McClure. You don't expect to see an increase until it gets that low?

Mr. Peterson. Oh, I think we'll see some, but if projections are correct on the economy, that will occur sometime late this fall.

Senator McClure. What was the 1980 harvest level?

Mr. Peterson. It was 9.1 billion.

Senator McClure. What else has happened to the housing industry in this last year to raise it above the 1980 level?

Mr. Peterson. Well, what we see happening is people want to buy houses just simply have to delay it because there is no housing available. Because of the post-World War II baby boom, the demographics indicate we should get up to about 2 billion, so each year that this occurs we have a pent-up or latent market that should develop when the economy does improve. Indication is that 1982, 1983, and 1984 could be very good years, possibly reaching 2 billion again if the interest rates allow.

Senator McClure. We had an estimate of housing needs that was 2.5 million housing starts a year.

Mr. Peterson. That is right. It would have to be up to 2.2 million for quite a while before we start catching up.

Senator McCLURE. But we start catching up if we are above 2.5 million.

Mr. PETERSON. That's correct.

Senator McCLURE. So we have to go above 2.5 million to start catching up.

Mr. PETERSON. Yes; Mr. Chairman, that is why we felt it was vital to keep the timber sale level at 11.9 billion for 1982 because if the timber is not under contract when the market swings up, you can't suddenly decide to sell timber.

Senator McCLURE. I agree with that. However, there is another factor we need to look at as well, and that is mill capacity.

Mr. PETERSON. Yes, sir. That has bothered us considerably.

One of the reasons we granted extensions on sales last year is we felt it essential to retain that capacity.

Senator McCLURE. Mill capacity now would sustain about 1.5 million housing starts per year, wouldn't it?

Mr. PETERSON. It depends on how many shifts they run. If they run it with just one shift, you're right.

Senator McCLURE. Would you please provide for the record the past 5 years' estimated harvest level and the actual harvest level for each of the last 5 years?

Mr. PETERSON. Yes, sir, we'll do that.

[The information follows:]

TIMBER HARVEST—ESTIMATED VS. ACTUAL

The following table shows the data requested concerning the estimated and actual harvest volumes for the national forests for the last 5 years (1976–80).

[Billion of board feet local scale]

	Planned harvest volume	Actual harvest volume
1976	10.0	9.6
1977	10.5	10.5
1978	10.5	10.1
1979	11.5	10.4
1980	11.5	9.1

HOUSING STARTS

Senator McCLURE. 1980 preliminary data indicates that housing starts were at the 1.3 million annual unit level. The current indication is that it was at 1.6 million annual unit rate in January 1981 and that it dropped to a 1.2 million annual unit rate in February 1981.

If the Reagan economic assumptions are used for 1982, housing starts would be increased to about 1.7 million. How has the Forest Service taken these housing start predictions into account in their 1982 recommended timber program?

Mr. PETERSON. We looked at a potential level of from 1.5 to 1.7 million units when we revised our budget, and that is the basis on which we decided the timber sale level should be maintained.

TIMBER RECEIPTS

Senator McClure. 1980 receipts from timber and forest products sales totaled a little over $600 million in 1980, based on an actual harvest level of 9.1 billion board feet. 1981 receipts are estimated to increase to $743 million, a 24-percent increase, on a harvest level of 10.5 billion board feet. This is a very large increase. However, for 1982 the increase is even larger. Receipts are estimated to increase to $1.2 billion, a 62-percent increase, on a harvest volume of 11.7 billion board feet, up 11 percent.

What basis do you have for these extremely high timber receipt estimates?

Mr. Peterson. That is based on the actual price that is being bid for—the basic contract price for stumpage for contracts the last 2 or 3 years. As you know, stumpage price has escalated sharply even though volume is not up.

Senator McClure. You say harvest volumes increased 29 percent but receipts increased 100 percent.

Mr. Peterson. That is correct.

Senator McClure. What does that do to housing costs on top of their interest?

Mr. Peterson. It doesn't help housing starts when lumber prices go up.

Senator McClure. Does that indicate maybe housing starts might be lower?

Mr. Peterson. Well, we don't think that much lower. In the first place wood products only account for about 14 percent of the price of a house. So if interest rates go down, the increase in the price of lumber would probably not be the final determinant.

Senator McClure. But interest rates would have to go down even further to offset the increased cost of product.

Mr. Peterson. Yes.

Senator McClure. Do timber receipts count as offsets to your budget outlays?

Mr. Peterson. I wish I knew the answer to the question. We report the receipts to the Office of Management and Budget and suggest that ought to be considered in determining our budget. I am not sure whether it is or is not.

Senator McClure. What were your original receipt estimates?

Mr. Peterson. For which year?

Senator McClure. For 1982.

Mr. Peterson. I don't think we made any receipt estimate except the one that is in the budget.

Senator McClure. Is the one that is reflected in the budget the one that you gave to OMB?

Mr. Peterson. Yes.

Senator McClure. They didn't revise that estimate?

Mr. Peterson. I don't believe they changed our receipt estimate.

Senator McClure. Please explain.

Mr. PETERSON. I am being told there may have been some discussion with OMB at the time the number was set and it may have changed during the time we were talking to OMB.

Senator McCLURE. I couldn't imagine that OMB missed that.

Mr. PETERSON. They never miss it, but the wonderful thing about the operation of the Federal budget which I have never figured out is that since 25 percent of the receipts go back to the counties that 25 percent in the budget is within our constraint total. So every time we sell more timber and get more funds that——

Senator McCLURE. There was some discussion between the Forest Service and OMB before that figure was arrived at; is that correct?

Mr. PETERSON. Yes.

Senator McCLURE. So it was a consensus figure when it was finally used?

Mr. PETERSON. Yes.

KNUDSEN-VANDENBERG (K-V) COLLECTIONS

Senator McCLURE. Please explain why your K–V collections, those funds collected from timber purchasers and used for reforestation and other post-harvest activities, are estimated to go down from 1980 to 1981?

Mr. PETERSON. Because of the reduced harvest levels. In other words, the money goes into the Knudsen-Vandenberg fund as harvest occurs, and when harvest is down, then the amount of money that goes into that fund is reduced.

We entered that period with a fairly high amount of K–V on hand, reflecting past harvest.

Senator McCLURE. The actual timber harvest in 1980 was 9.1 billion board feet. The harvest in 1981 is expected to be 10.5 billion. But that is an increase, not a decrease.

Mr. PETERSON. No; that estimate of 10.5 billion was an estimate made quite a long time ago and, as I indicated, I really think it's probably going to be between 8.5 and 9.5 billion.

Senator McCLURE. But your estimate of collections was based upon 10.5 billion?

Mr. PETERSON. You mean collections during the year?

Senator McCLURE. Yes; the figure that I am comparing is based upon the 10.5 billion estimate.

Mr. PETERSON. All I can say is the K–V is a sale-by-sale analysis of what it takes to do the sale area betterment including reforestation.

Senator McCLURE. I understand that.

Mr. PETERSON. There are two items in our budget. One is how much we expect to spend during that period.

Senator McCLURE. These are collections. The question that I asked is: Why is it going to go down? Your response was because actual harvest went down?

Mr. PETERSON. Yes.

Senator McCLURE. And the truth of the matter is that your estimates were going to be higher, and that is what it was based on?

Mr. PETERSON. I'm sorry. I was referring to the amount we expected to spend rather than the amount we expect to collect.

The amount we expect to collect was based on the 10.5 billion board feet that related to field information of what was in the pipeline—in other words, sales they expected to cut that they would be collecting money from.

Senator McCLURE. But I still don't understand. If you were expecting the cut to go up, why would the K–V collections go down?

Mr. PETERSON. Again, some sales you collect have little K–V money. For example, if you are thinning, you are not doing any reforestation. If you are doing regeneration, then you are doing reforestation; therefore, you collect money for reforestation.

These data were based on our field estimates of what they expected to collect. It could be that it won't turn out that way because they may not cut the sales that they expect to cut during that period.

Senator McCLURE. Does OMB review your estimates on K–V collections?

Mr. PETERSON. Yes, and we ourselves review them and have had several reviews to be sure that the amount we collected is needed for the work that is planned to be done.

Senator McCLURE. Are you actually going into that much higher proportion of thinning and sales of that nature?

Mr. PETERSON. I would expect that is the major reason for that change.

HARVESTING OF RARE II LANDS

Senator McCLURE. I thought RARE II was going to release some lands.

Mr. PETERSON. We probably are not doing much harvesting yet on those lands.

Senator McCLURE. You are not programing any of those sales yet?

Mr. PETERSON. We may have made some but they wouldn't be cut this year.

Senator McCLURE. So this would reflect the harvest from sales made during an earlier period?

Mr. PETERSON. Yes; I would tell you, Mr. Chairman, that the reliability of that estimate of collection is not very good because it is based on an estimate of what a lot of different purchasers will do during the year.

Senator McCLURE. And they have options.

Mr. PETERSON. That is right. I am not putting a lot of stock in the reliability of the estimate that is in our budget notes.

MOUNT ST. HELENS

Senator McCLURE. Last year you received a $25 million emergency supplemental for work in the Mount St. Helens area. The original Forest Service estimates were developed promptly but hurriedly, using very sketchy data, and we fully understand that some changes in the original spending pattern are now needed.

One part that interests us particularly is the $2 million for permanent road construction. We are trying to understand what the eventual total road construction costs will be for the Mount St. Helens area, and to determine where those funds will come from, and at what pace they are needed. As we understand it, funds could be provided in 1981 from at least six sources: one, unobligated balances carried into 1981; two, the 1981 appropriations to date; three, the $62.5 million road supplemental currently pending; four, the earlier Mount St. Helens supplemental already mentioned; five, 1981 appropriated funds that could be redirected from Alaska if the Tongass timber fund, section 705a, were activated; and six, the 1981 supplemental of $15.9 million added by the House.

Let's take those one at a time.

Did the Forest Service have unobligated road construction money carried into 1981, both nationally and in region 6? And, if so, how much?

Mr. PETERSON. Mr. Chairman, in the money that was provided specifically for Mount St. Helens, there was $13.4 million that was carried over until 1981. There was about $1.9 million of that planned for road construction. By congressional direction, $4.6 million of that is going to the Helistat and $9.6 million was available for other purposes.

Senator MCCLURE. How much new budget authority was programed for obligation in region 6 in 1981?

Mr. PETERSON. What year?

Senator MCCLURE. 1981.

Mr. PETERSON. For those carry-over funds?

Senator MCCLURE. No, new budget authority.

Mr. PETERSON. About $25 million of road funds.

Senator MCCLURE. In region 6?

Mr. PETERSON. No; we don't have that with us, but I would think that if you took construction and appropriated funds and added that all together, you'd have around $100 million in region 6.

Senator MCCLURE. That would include purchasers?

Mr. PETERSON. Yes.

Senator MCCLURE. How much was included for the Mount St. Helens area or the Gifford Pinchot Forest Service specifically?

Mr. PETERSON. If I can stay with Mount St. Helens, I think I can give you the numbers. We anticipate spending, in addition to the appropriated fund carry-over of $1.9 million for roads, $15.8 million for purchaser credit. That is from money that is already in region 6.

I might use a chart here.

MOUNT ST. HELENS VOLCANO DISASTER

[Million dollars]

	Carry-over funds	Reprogram funds	Supplemental additional funds	Recommended alternative No. 7 in EIS—total
1981 cost:				
Road construction	$1.9	+$9.7	+$9.1	$20.7
Helistat	4.6	0	0	4.6
Other support	6.9	+3.4	+6.8	17.1
Total appropriated	13.4	+13.1	+15.9	42.4
Total initial timber volume equals	335 MMBF	400 MMBF	449 MMBF	449 MMBF
Net return equals	$60	$95	$103	$103
Time period equals	1986	1983–84	1983	([1])

[1] Potential for additional 332 MMBF after 1983.

Mr. PETERSON. This is the $13.4 million in carry-over funds. In addition, we plan to use $15.8 million in purchaser credit.

At this point it has not been approved to reprogram $9.7 million into road construction from what was originally planned for Alaska before establishment of that special fund and $3.4 million to other activities like timber sale preparation and so on, for a total of $13.1 million. That is currently being given consideration to reprogram. It has not yet been decided to do that.

In addition, $15.9 million was added on the House side for additional needs on Mount St. Helens in 1981. That would bring the total to $20.7 million for appropriated funds, $4.6 million for Helistat, and $17.1 million for other, for a total of $42.4 million.

The significant thing to understand, if you look at "net returns" down here, is because of the deterioration of the timber, if it is not promptly salvaged, the greatest return to the Treasury in terms of net return is $42.4 million. That gives you a net return of $103 million by 1983, and makes available about 449 million board feet as well as provide the basic access for another potential 320 million feet.

We have a map here if you are interested in looking at it.

Senator MCCLURE. Let me ask you this question: Out of the $15.9 million that was apparently needed for timber salvage sale, only $9.1 million went to roads, $6.8 million went to other activities.

Mr. PETERSON. Those other activities include, for example, an estimated $1 million for additional fire protection in that area. We actually have fires that are burning underneath the ash in that big devastated area, and it is going to require substantial surveillance to prevent a massive amount of material from going up in flames.

There's $2.4 million in sales administration which includes sales preparation as well as administration of the salvage sales.

There's a little over $1 million in road maintenance requirements.

All these other items that add up to $6.8 million are specifically needed as part of Mount St. Helens work.

ADDITIONAL COMMITTEE QUESTIONS

Senator McClure. I have a number of other questions that I will submit for the record with respect to Mount St. Helens and the alternatives, because it appears to me that there is quite a little shifting of money, and we want to be able to trace that through as best we can, what impact that will have upon both the region 6 program and your total budget.

I have a number of other questions on other matters as well which I will submit for the record, and we will hold the record open for your response in writing.

Mr. Peterson. We will be glad to provide answers to those questions.

Senator McClure. Thank you very much. Thank you for your testimony here this afternoon.

[The following questions were not asked at the hearing but were submitted to the Department for response subsequent to the hearing:]

ADDITIONAL COMMITTEE QUESTIONS

Question: There are three aspects to this revised policy that I'd like a status report on, perhaps for the record. First, the statement calls for a movement to a net export position by year 2030. How has the Forest Service reflected that direction in its 1982 budget? Should that net export concept be an economic one or a physical volume concept?

Answer: The shift to net exporter in 2030 is not reflected in the FY 1982 budgeting process. This policy was not formulated sufficiently when the proposed FY 1982 budget was initially prepared by the national forests. The budgeting level selected for FY 1982 was greatly limited due to constrained dollars. The present FY 1982 program is based upon the promise of a sustained 11.9 billion board foot level until at least FY 1985. This would not be in keeping with the net exporter by 2030 policy.

The concept should be both physical and economic. In the near term, it will probably be more physical than economically efficient since we can import wood products from Canada at lower prices than we can produce them in the United States. If Canada cuts back on her exports, domestic prices will rise due to no physically available and accessible supplies. The United States will not be able to respond quickly.

Question: Secondly, how is the Forest Service guiding the individual national forests in implementing the directive to improve the productivity of commercial forest lands to 90% of their potential, consistent with the other provisions of the National Forest Management Act? Does every forest have to be increased to 90%? Will economic efficiency be the primary criteria used in selecting forest plans to see if this policy statement is attainable at a reasonable cost? You know, I commented on the Senate floor at the time that the revised policy statement was being considered that it was "not the end of a line" and that the policy review by Congress "must continue". If this policy statement commits us to a course that, once the costs and returns are fully understood, no one would adopt, then lets take another look.

Answer: In Chief Peterson's direction to the national forests, dated March 30, 1981, specific instructions were given to immediately take effective action action to incorporate the revised RPA Statement of Policy into their land management planning efforts. This direction covered timber and range production goals, protection measures, wilderness management, state and private land considerations and research support needs.

For timber production, each alternative in a forest plan will determine a long-term sustained yield capacity. This capacity is the maximum that can be sustained from suitable commercial forest lands, subject to the multiple use objectives of the alternative and the provisions of the National Forest Management Act (NFMA).

For the preferred alternative in a forest plan, calculations must be made of the growth rate (cubic feet/acre/year) at the year 2030. If the growth rate is less than 90 percent of growth rate at long-term sustained yield capacity, then forests must describe the additional actions and costs required to achieve 90 percent of the growth goal.

Forests are not required to increase to 90 percent but each forest must review and display what would be needed in the form of management measures and costs required to achieve the 90 percent growth goal, the benefits, and the significant environmental effects.

Economic efficiency will be an important criteria but not the sole criteria. Other factors such as land stewardship and demands for other resource outputs are important considerations that must be reviewed. In some parts of the National Forest System a forest plan that meets the statement of policy will undoubtedly be less efficient at today's prices than one which provides for more orderly investments over longer time periods. However, the nationwide effect will not be known until all forests complete their plans. The Chief has not given any direction to select a forest plan that meets the revised policy but given simply to test and report on the policy through the planning process.

Question: Finally, the range forage capacity should be increased from 213 million AUM's to 310 AUM's by year 2030, an increase of 46% from current levels. How does the Forest Service, which supplies only a small portion of the total range capacity, intend to respond to this? Will all forests having a significant range capacity be required to develop a plan for a 46% increase in capacity? Will economic efficiency be the primary criteria used in selecting the new generation of forest plan?

Answer: Increased forage production on National Forest System lands, with present and potential capability to produce forage, will be determined and evaluated during the on-going forest land managment planning process. Forests having a significant range resource will develop and evaluate at least one alternative that maximizes forage production in accordance with the multiple use objectives and provisions of the National Forest Management Act. The RPA level may be exceeded in Forest plans in order to meet the program goals in the revised Statement of Policy if justified through analysis and evaluations. Economic efficiency and increased productivity are guiding principles throughout the planning process.

Because the forage production potential of the rangelands in the private sector is generally higher and such lands respond favorably to cost-effective vegetation treatment, it is likely that a much higher proportion of any increases in forage will be produced from private holdings as opposed to public rangelands.

National Forest System ranges will be used where appropriate for demonstration of range mangement technology. The demonstration of sound and practical principles of range management techniques on National Forest System ranges provides a basis for cooperative efforts with other Department of Agriculture Agencies for extension of range management practices suitable for use on private lands.

Opportunities exist to put available technology and skills to work toward increased development and implementation of sound range management practices on 80 million acres of state and privately-owned forested range. Both the level of range management practices on these lands and the supply of livestock products can be improved through increased education and on-the ground technical assistance.

The Forest Service provides financial and technical assistance to state and forestry agencies that in turn have a program to give on-the-ground assistance to landowners. The program provides technical assistance for forage production on nonindustrial forested ranges. Landowners are encouraged to include range objectives in multi-resource forest land management plans. The resources of other agencies will be utilized in providing technical range management assistance to landowners of nonforested ranges.

Much of the current technology that the range program depends upon was developed 30 years or more ago. An increased range research program is needed to modernize technology, reduce management costs, and develop practices compatible with multiple-use mandates for public rangelands. To meet the Nation's projected demand for range resources, research must be intensified.

Question: Does the 1982 Budget include funds to generate these increased sales levels by 1985 and 1990? Would an additional 200 or 300 mbf sales program in 1982 be cost-effective?

Answer: No. The 1982 budget includes funds to maintain an 11.9 billion board foot program in future years.

We believe the 11.9 billion board foot level should be sustained in fiscal year 1982, considering the depressed housing market. If a larger program were funded, the increases would come from the Rocky Mountain area where high cost roading would be required with low stumpage returns, and in the eastern hardwood areas where poor markets exist for the small hardwood timber. We are maintaining high production levels in the Pacific Northwest, California, Southwest, and South where markets are generally good.

Question: This trend line does not show any increases in AUM capacity as envisioned by the Congressionally revised RPA policy statement. Why not?

Answer: The chart depicts for National Forest System land actual grazing use for 1981 and RPA projected grazing use for the other years. The Congressionally revised RPA Statement of Policy speaks to the maintenance and enhancement of rangelands of all ownerships, so that they annually will provide for an increase of forage from a current production of 213 million animal units months to 310 million animal units by year 2030. National Forest System share of this 46 percent increase in range forage utilization has not been established. To address this increase on National Forest System lands present and potential capability to produce forage will be determined in forest land management planning efforts. Forests having a

significant range resource will develop and evaluate at least one alternative that maximizes forage production in accordance with multiple use objectives and provisions of the National Forest Management Act.

Question: Is there any relationship between the Forest Service expenditures for recreation and the estimated trends you show here? Does the Forest Service intend to emphasize developed recreation over the less expensive, dispersed recreation opportunities?

Answer: Funds appropriated for the recreation program have increased at an average annual rate of 6 percent from 1977 to 1980. Actual use, including wilderness, dispersed and developed, increased at an annual average rate of 5 percent during the same period. Recreation use is expected to increase approximately 3.6 percent between fiscal year 1980 and fiscal year 1982. The chart title should include "Dispersed" as well as developed and wilderness use; the RVD's displayed include dispersed, developed and wilderness RVD use.

Although funding for the recreation program has increased, funds available at the project level have declined. This is due to increased costs associated with management planning and other additional services including recently enacted legislation such as the Clean Water Act, Dam Safety Act, Water Pollution Abatement Amendments, and cultural resource legislation.

Twelve percent of the total recreation funding in 1980 was for support of other resource elements. Support to other resource activities has increased 17 percent in the 1982 budget request. Actual recreation use has followed the 1975 RPA high range projection. Fiscal year 1982 funding is approximately 20 percent below the recommended RPA level.

National Forest lands provide a broad spectrum of opportunities for recreation experiences. Developed and dispersed experiences are closely related. The conclusion that emphasis is placed on one experience over another creates an artificial concept that is inaccurate. Developed facilities are an intergral factor in the dispersed experience. Many campgrounds serve as the local point for dispersed activities. The user combines the camping experience with hunting, fishing, hiking, and a multiplicity of other dispersed recreation experiences.

One goal of the 1980 RPA program is to encourage investment of private capital for development of appropriate facilities and services on National Forest System Lands. Providing there is a climate and opportunity for profit development by investment of the private sector, the comparable costs would be reduced to the Government.

Question: Is the key indicator in the Forest Service minerals lease and permit program the number of leases and permits reviewed or is it more complicated? For example, are the best sites leased first or are the leases processed on a first come, first served basis?

Answer: Currently, lease applications and permits are processed on a first-come, first-serve basis. However, preference is given to coal, oil, and gas, strategic hardrock minerals, geothermal and other commodities. In the future, when occurrence and probability models are completed, the Forest Service will be in a position to process leases and permits on a priority basis using marginal net worth and benefit/cost ratios as criteria.

Budget Revisions

Question: We understand that the Reagan Budget reductions amounted to $74 million from the January budget. $3 million of that was a grant to Minnesota for the Boundary Waters Canoe Area. What will be the impact of that reduction? Your justification (p. 75) states that "other methods and sources of assistance will be available to landowners from new and proposed legislation." Can you elaborate on that for us?

Answer: Section 6 of the Boundary Waters Canoe Area Act provides for an intensive forest management program on lands adjacent to the canoe area to offset timber supplies lost through wilderness designation. The Act authorizes $3 million to be appropriated annually for a 10-year period for the Minnesota Division of Forestry to accelerate timber harvest from State, county, and private forest lands as a part of this offset. Planned work includes updated forest inventories and plans, improved forest access, advancing the sale of timber from State and county owned lands, and accelerating reforestation and

TSI to improve stocking. The Forest Service and the Minnesota Division of Forestry have the authority to continue these programs without BWCA legislation. Work will continue in fiscal year 1982 through ongoing cooperative forestry programs. The combination of state and regular federal efforts can increase available timber supplies over the long term although there may be short-term fluctuations.

Several recently passed Acts and one proposed piece of legislation will provide increased incentives for nonindustrial private landowners to manage their timber lands for wood production. This legislation includes: The Internal Revenue Act of 1978 (P.L. 95-600) which provides that cost-sharing payments received as reimbursements for capitalized reforestation expenditures shall be excluded from ordinary income. The Recreational Boating Safety and Facility Improvement Act of 1980 (P.L. 96-451) provides for reforestation tax incentives through a 10 percent investment tax credit, and a 7-year amortization on the first $10,000 of capitalized reforestation expenditure each year. The Federal Crop Insurance Act of 1980 (P.L. 96-365) authorizes the development of an insurance program for timber as a crop. The proposed Forestry Loan Act (introduced in the 96th Congress) would provide guaranteed long-term loans to eligible timber landowners in the form of periodic disbursements to help solve their cash flow problems.

Question: A $2.0 million reduction was proposed in the timber sales administration and management account. This still leaves an increase of $12 million (+6%) over the 1981 appropriations to date. What further reduction could be made if the harvest level in 1982 were estimated at 10.5 billion board feet rather than at the 11.7 billion board feet level?

Answer: An additional $2 million reduction could be made if the 1982 harvest level were estimated at 10.5 billion board feet rather than the 11.7 billion board feet level. However, with the pent-up strong demand for housing and the prospects of lower inflation and interest rates by fiscal year 1982, we feel the 11.7 harvest level is realistic.

Question: $8 million was cut out of the recreation use program. However, this still leaves a $6 million (+6%) increase over 1981 appropriations to date. Will this increase permit increased recreation opportunities on NFS lands?

Answer: Reducing recreation use funding by $7,700,000 will not permit increased opportunities on National Forest System lands in fiscal year 1982. Costs of maintaining developed sites have increased more than six percent over fiscal year 1981 appropriations. Some facilities will be closed. More than 75 percent of developed recreation facilities will be operated below established management standards.

We can expect increased resource degradation on many dispersed areas due to reduced administration, reducing the quality of the recreation experience.

Forest Service Research Program

Question: Do you plan to increase the amount of research you contract out in 1982? What is the current rate of extramural research conducted in your research program?

Answer: We expect the amount of extramural research in 1982 to be about equal to the current rate of 10 percent of the research budget.

Question: How much research funding is currently devoted to international programs? Does the United Nations, or any of its related agencies, have similar research projects?

Answer: In fiscal year 1981 we have about $2 million in research programs in Hawaii and Puerto Rico. Much of the research conducted at these two locations is appropriate for tropical forests in the Caribbean Islands, Pacific Islands and elsewhere. We also have $360 thousand in the Man and the Biosphere (MAB) Program in fiscal year 1981, and will contribute about $125,000 per year over the next four years to cooperative international programs of AID and the Peace Corps.

The United Nations is essentially an action agency and does not conduct research.

Question: The Fish and Wildlife Service has about $30 million in direct funding for fishery and habitat research. One of the Forest Service research initiatives is $775,000 for anadromous fish research. What assurances can you provide the Committee that this research is not duplicative of Fish and Wildlife Service research? Does the Forest Service contribute research funding to support the cooperative research units administered by the Fish and Wildlife Service? Has the Forest Service been requested to provide such support? The National Research Planning Committee does not include Fish and Wildlife Service representatives, does it?

Answer: The fiscal year 1982 revised budget eliminated a funding request for anadromous fish research.

All Forest Service fishery research is habitat oriented; the Fish and Wildlife Service studies, i.e., the habits, the physiology and the diseases of the fish. Forest Service fishery research is specifically aimed at providing information on how best to manage fish spawning and rearing habitats. A recently implemented Interagency Agreement between the Forest Service and the Department of the Interior will enhance cooperation and coordination of fishery research.

The Forest Service occasionally funds research contracts through the Fish and Wildlife Service cooperative units when it is determined to be the most effective way to obtain answers needed for Forest Service land management activities.

Beyond these occasional contracts, the Forest Service has not been requested to provide support to the Fish and Wildlife Service cooperative units.

The National Planning Committee does not currently include Fish and Wildlife Service representatives.

Question: How large is the Forest Service endangered species research budget in 1981? Is there an increase requested for fiscal year 1982? The Fish and Wildlife Service also has endangered species research activities. How does your program differ from theirs? The overall Fish and Wildlife Service endangered species program is proposed for about a 33% reduction? Did the Forest Service endangered species program take a similar reduction?

Answer: The Forest Service endangered species research budget for fiscal year 1981 is $1,315,800. No increase is requested for fiscal year 1982.

Fish and Wildlife Service endangered species research identifies candidate threatened and endangered species for listing, and develops recovery plans, including research needed to identify species population trends and critical habitats. The Forest Service endangered species research program emphasizes the development of management alternatives that will minimize damage to habitats for species already identified as threatened or endangered. The Forest Service research program also is designed to provide forest managers with information for developing forest management plans that will minimize impacts on threatened and endangered species.

No reductions are proposed in the fiscal year 1982 Forest Service threatened and endangered species research program.

Question: The committee frequently hears the comment that engineering-type research projects should be conducted by the private sector. How would you respond to that comment? Isn't it true that the prime benefactor is the private timber industry? Do they cooperate with the Forest Service in terms of sharing costs?

Answer: This type of engineering research is being conducted by the private sector. However, the majority of the results of privately conducted engineering research is proprietary. Engineering research conducted by the public sector is much broader based. Engineering research, especially that related to land management problems, can be very expensive and long-term and usually requires input from several additional disciplines. For example, timber harvesting research is most effective when the effects of tree removal are considered along with soil disturbance, soil nutrient content, soil erosion, stream pollution, water drainage, damage to remaining trees, tree growth and regeneration. The public sector also conducts nonproprietary research related to wood as a structural material. The result is safer structures that make more efficient use of wood and optimal use of the Nation's forest resources.

The private timber industry is only one of the benefactors of publicly-supported engineerings research. Natural resource managers, small woodland owners and society in general benefit through more efficient products and environmentally sound processes.

Private industry does cooperate with the Forest Service in engineering research. One recent example is the joint effort between the Forest Service, the Department of Energy, five pulp and paper companies, and a machinery manufacturer to develop a mobile chipper. Private funding for this venture was more than twice that of the federal funding.

Question: One of the recurring themes in your justification is the belief that additional research money will increase productivity on National forests. Is there an objective way to test that hypothesis?

Answer: We believe that past research achievements strongly support the hypothesis that additional research will result in increased productivity on the Nation's forest lands. Information from forestry science suggests that gains from forestry research equal those in agricultural production widely attributed to agricultural science and extension over the past 50 years.

For example, much of the resurgence of forest resources in the South is due to research and development, combined with technical assistance programs and education. In 1952, loblolly pine forests grew an estimated 43 cubic feet per acre per year; in 1976, the same forests grew 75 cubic feet per acre per year as a result of improved practices. And yet the potential exists to more than double these growth rates through research on genetic improvement, insect and disease control, fertilization, and weed control.

Question: What percentage of Forest Service research is conducted explicitly at the request of the Forest Supervisors?

Answer: Forest Supervisors are involved in determining Forest Service research programs in several ways. On-the-ground meetings between Forest Supervisors, District Rangers, and other National Forest System staff specialists, are frequently held to identify research needs and to transfer available research technology. Several Regions and Stations have implemented a Research-Needs-Response System through which research and technology needs on National Forests are channeled through Forest Supervisors and the Regional Offices to Research for response. High priority needs identified in this manner are entered into research programs as budgets and personnel constraints permit. Forest Supervisors also provide input into research programs though their review of Forest Service Research Work Units charters. Moreover, Forest Supervisors provide input in the National Forest System Regional Plans which display high priority research needs. Because of this varied input by Forest Supervisors at several levels, it is difficult to develop an accurate estimate of the percentage of Forest Service research conducted explicitly at their request. However, we estimate that the percentage may be as high as 30 to 50 percent or more in some localities.

Research Construction

Question: You have a research construction budget request of $1.5 million in 1982? What facility is that for?

Answer: A total of $403 thousand is to complete construction of the Forestry Sciences Laboratory at Riverside, California. Completion of the facility will enable consolidation of the research project and abandonment of the outmoded facilities 40 miles from Riverside. Projects totaling $1.1 million are to survey, plan, design and undertake the retrofit of existing Forest Service facilities to improve energy efficiency as required by the National Energy Conservation Policy Act (P.L. 95-619).

State and Private Forestry

Question: The Cooperative Forestry Assistance Act provides that states may consolidate Federal support for their programs and expend it according to their own priorities. Can they shift funds to make up for the reductions in the Rural Fire program grants?

Answer: States can spend Federal consolidated funds according to their own priorities under the Cooperative Forestry Assistance Act. An analysis was made of State response to changes in Federal Rural Fire Prevention and Control expenditures between fiscal years 1979 and 1980. The analysis indicated that some of the States using consolidated payments actually increased the amount of Federal expenditures for their fire program by shifting funds from other cooperative forestry assistance programs to this account. This indicates the importance they put on the fire program.

Question: How much of the State and Private Forestry program will go to States to support the development of State forestry plans? How many States have completed this effort? Generally, what have the plans changed in each State in terms of forest management?

Answer: We estimate that $1.4 million of planning assistance funds will be allocated to States in fiscal year 1982 to assist them with development of state forest resources plans. An additional $700,000 of Renewable Resource Evaluation funds (a research appropriation) will also be allocated to States for the development of information for RPA. Eleven states have been completly through the planning process and have planning documents describing the current situation with goals and objectives for the future. Thirty-six other states are involved in the planning process with intent of completing a planning document by fiscal year 1983. The major change at the state level as a result of state forest resources planning is a developing awareness of the role of forest management in contributing to solutions of broad problems facing the citizens of each state. Forest resource planning provides quantitative evaluation of state forestry program alternatives in terms of resource yields, production costs, jobs and personal income. This information is important at the legislative and executive levels of state government to show the importances of the states forest resources.

Question: You provide management, planning, and technology implementation assistance to states under this program. We might understand the Federal government supporting the development of State Forestry Plans but do states really need Federal assistance in improving management and in speeding up technology implementations? Of all the assistance the state foresters receive, where would these two rank in their priorities?

Answer: State Forestry organizations are the delivery systems by which the cooperative forestry program accomplishments are achieved. More efficient and effective organizations yield the highest returns for the Federal financial assistance provided. Although managerial assistance is available in a few States, many State Foresters have not been able to obtain this kind of assistance except from the Forest Service. The Forest Service and other research organizations are constantly producing new and improved technology. A 1972 General Accounting Office audit was critical of Forest Service efforts in getting this technology transferred to State and local governments and to the private sector. Since State specialists and practitioners have limited access to the diverse technologies developed throughout the research community, the regional Forest Service specialists who serve several States are sought after for their subject matter expertise. Is is essential that Federal-State cooperative programs be delivered using the best, most cost-effective technologies available to get the most out of the tax dollars spent. Judging from the demand for management and technology implementation assistance, it appears that these rank high in State Forester priorities for technical assistance from the Forest Service.

Question: FIRESCOPE is another program zeroed out in 1982. Was the Federal portion of this program initiated to be an ongoing assistance program or was it to end at some future date? Under what conditions was it to end? How near to being self-sufficient is the FIRESCOPE system? Is there Forest Service manpower tied up in this program or is it basically a grant program? How much do other cooperating organizations contribute, such as the State of California and other local jurisdictions?

Answer: This program was designed to establish an integrated system of technologies and procedures to improve fire service coordination at Federal, State and local levels. The 1977 Implementation Plan calls for a $16.2 million Federal effort to establish the first generation of the full system. The Federal effort has been supported by approximately equal contributions from State and local fire services and the State and local partners have committed to operate and maintain the completed system into the future.

The Federal effort will end with the completion of technologies development. At this time (fiscal year 1981), the program is approximately 40 percent complete and will require about $20.2 million (1981 dollars) to finish.

The Forest Service FIRESCOPE program office consists of a four-person staff, with clerical assistance. All other help comes from partner agencies, contracts, grants, and "details" for three Forest Service employees on a half-time basis.

Question: What have been the Federal Forest Service expenditures to date (including 1981) in the Boundary Waters Canoe Area (BWCA)? How much money have the SBA and the FMHA loaned to operators in the BWCA? What Forest Service assistance is still proposed in 1982, taking into account the $3.0 million reduction proposed by the Reagan Budget? Have we basically completed the assistance to private outfitters and resort owners? If not, how much longer will that assistance continue? Is there any estimate of when this assistance program will have met its overall objectives?

Answer: Federal expenditure in 1980 and 1981 under authorization of P.L. 95-495 totals $20,981,000. The following table summarizes the loan applications applied for and/or made during fiscal year 1980 and fiscal year 1981 through March 1 to operators in the Boundary Waters Canoe Area:

Source	No. of Loans	$ Amount
FmHA	4	404,253
SBA	2	236,700
Private Sources	12	950,847
		$1,591,800

$875,000 is included in the President's Budget for fiscal year 1982; $475,000 will be used to assist private resort owners and outfitters by providing "front end" money for loans which they need to upgrade their business; $400,000 will be used in a cooperative effort with University of Minnesota Extension Service to provide educational and technical assistance to businesses and communities adjacent to the Boundary Waters Canoe Area.

The program to assist private outfitters and resort owners will have met its overall objectives and be completed fiscal year 1982.

Question: How would you define the remaining commitment to the local BWCA governments?

Answer: The commitment to resort owners specified in Section 19(a) will be fulfilled in fiscal year 1982. The three years commitment for educational and technical assistance to businesses and communities adjacent to the Boundary Waters Canoe Area will also be completed in fiscal year 1982.

The direction in Section 6 (c) (2) to cooperate with the State and its political subdivisions will not be completed until fiscal year 1990.

Timber Sales Preparation

Question: Last year, the Congress provided an additional $29.7 million to prepare an additional 300 million board feet of timber to be offered for sale in future years. Is that volume currently being prepared?

Answer: The additional 300 million board feet authorized and funded by Congress for fiscal year 1981 is currently being assembled. None of this volume is currently available for sale. We expect the volume to be prepared and available for offering in fiscal year 1982 and beyond. The actual date of offering will depend on the specific Forest sale program and the necessary funding.

Question: We understand that an additional $21.2 million is estimated to be needed to actually offer the 300 mbf for sale. This would bring the total preparation and sales costs to $50.9 million, or about $170,000 per thousand board feet. Does that include funds for sales administration? If not, how much additional does that cost? How do these costs compare to the regular sales preparation and offer costs -- it seems extremely high.

Answer: The following table shows the estimated cost breakdown for the preparation and offering of the 300 million board feet. The total cost is estimated to be $50.9 million dollars. This compares to the previous estimates of $46.1 million. This is based upon the costs for the advance sales preparation work, volume determination and advanced roading for new sale offerings in previously unroaded areas. The Regions have indicated that costs for these sales will be above average costs.

Sale	1981 M$	1982 M$
Preparation	6.0	---
Offered	---	1.6
Support Services	4.5	---
Timber Road Construction	19.2	3.0
Timber Purchaser Roads	---	16.5
Total	$29.7	$21.2

Question: On page 104 of your justification, you show that you are planning to prepare and offer 11.9 bbf in 1982. This leads us to conclude that you do not intend to offer the additional 300 mbf in 1982. Is this correct?

Answer: That is correct. This volume will remain on the shelf for future offerings. It allows us to maintain a larger volume in the pipeline and helps keep offerings on an orderly schedule.

Question: What is the current volume of uncut timber under contract? (1982 estimate = 32.0 bbf). This volume would provide about 3 years of harvest activity at current levels. Should the committee consider offering less than (or more than) the current proposed sales level of 11.9 in light of that unharvested volume? Does the size of that unharvested volume support complaints we've heard that there is rampant speculative bidding for NFS timber, especially in the Pacific Northwest? What are the performance requirements for timber contracts? How many contracts and what percentage of volume in the past 3 years have been sold under terms that allow more than 3 years to harvest? Do we need to tighten up the performance requirements in order to slow down the speculation?

Answer: Although it is difficult to predict housing starts or lumber demands with the recent wide fluctuations in interest rates, we feel the recommended 11.9 bbf program is appropriate for fiscal year 1982. The volume of uncut timber under contract at the end of fiscal year 1980 was 30.5 billion board feet. We expect 31.8 billion board feet to be under contract at the end of fiscal year 1981 and approximately 32 billion board feet under contract by 1982. We estimate the volume under contract will be approximately 32 billion board feet by 1982. It is our judgement that 32 billion board feet, or 3 years of cut, is a reasonable volume to have under contract considering the time needed by purchasers to construct roads, harvest timber and provide a firm supply of timber to their processing plants.

Given the high rates of inflation in recent years, it is difficult to precisely define speculation in the purchase of timber. When a bidder considers what he can pay for a tract of timber he must, of course, make a judgement about market conditions 1 to 5 years hence, when the products timber, plywood, paper, etc., will be delivered to the marketplace. To some extent, we have a situation where an individual sees himself as using astute judgement while he sees his competitors as speculators.

In recent years, the Forest Service has moved to tighten our policy on sale extensions as a means of combatting speculation. Except for very serious slumps in market conditions, purchasers are expected to perform diligently in accordance with the terms of their contracts. We are currently considering several additional steps, including increasing the cost of holding timber under contract and a shortening of contract periods. We believe these steps would tend to reduce opportunities to profit through speculation. At the same time, the loss in flexibility to adjust to changing markets when sale periods are short and the cost of borrowing money tend to fall most heavily on smaller purchasers. Accordingly, we are considering these issues carefully. Given the depressed conditions of lumber and plywood market, we are reluctant to add unnecessarily to operating costs.

The purchasers are required to diligently perform their timber sale contract obligations. A plan of operations must be approved by the Forest Service which schedules harvest activities during the life of the sale. In addition, to qualify for extension of a contract on sales sold since July 1, 1978, the purchaser must a) have completed specified roads by the specified road completion date, b) have removed at least 75 percent of the advertised volume, c) have completed operations to date in substantial compliance with contract terms, and d) be current on the completion of contractual requirements for snag felling, erosion control, and slash disposal.

The above criteria notwithstanding, the Chief may authorize extensions upon a determination that such action is justified by the substantial, overriding public interest.

The number of volume of sales that exceed the 3 years in length for the past 3 years is not immediately available. It would require several months to compile the information. The causes of speculation was discussed above.

Question: What would it cost to prepare an additional 300 mbf in 1982? To offer it in 1982? Where would the sales be? What would the sales volumes be, by Region?

Answer: The initial costs for the preparation of 300 million board feet of new sales included the total cost of location and preparation of timber sales in previously unroaded areas. The Regions indicated costs for presale preparation, designation, and preroading would be above average costs. The following table shows the cost breakdown for the additional 300 million board feet:

Sales	1981 M$	1982 M$
Preparation	6.0	---
Offered	---	1.6
Support Services	4.5	---
Timber Road Construction	19.2	3.0
Timber Purchaser Roads	---	16.5
Total	$29.7	$21.1

The sales would be mainly in the western and southern Regions. The following table shows an estimate of where the volume may be offered.

Region	VOLUME (million bf)
1	50
2	0
3	25
4	0
5	50
6	125
8	50
9	0
10	0
Total	300

Reforestation and Timber Stand Improvement

Question: How are we doing in terms of eliminating the pre-1975 backlog of reforestation needs? Are we keeping up with current additions to the reforestation inventory?

Answer: We are on schedule in eliminating the backlog feasible to reforest by October 1, 1975. As of October 1, 1980, the backlog totaled 575,000 acres. About 203,000 of that cannot be programmed for reforestation until after 1985 due to lack of access, use planning, constraints on herbicide use, economics, and other factors. About 96,000 acres of the backlog is scheduled for fiscal year 1982.

The current reforestation program is adequate to keep current with needs created annually by harvesting and natural disasters.

Question: Are reforestation costs per acre increasing? Why?

Answer: Reforestation costs per acre are increasing because of inflation, more costly methods such as hand treatment being used in place of herbicides, less accessible areas, and more difficult sites to reforest.

Question: What is the current status regarding the use of herbicides in Timber Stand Improvement (TSI) work? Will the Administration review the current herbicide usage policies?

Answer: The Forest Service uses integrated pest management concepts utilizing various treatment methods to accomplish TSI objectives. Herbicides are utilized in situations where they can be used cost effective and in an environmentally acceptable manner. Other method choices usually include manual, mechanical, cultural, and prescribed fire. Herbicides used are approved by the Environmental Protection Agency and are used according to label instructions. We don't know if the new Administration will review the current herbicide usage policies.

Question: What assumptions have you included in your reforestation and TSI programs regarding Youth Conservation Corps (YCC) and Young Adult Conservation Corps (YACC) outputs? If no YCC or YACC funds are provided, can you still meet your reforestation and TSI outputs?

Answer: The appropriated fund goals for fiscal years 1982 assumed that YCC funding would continue at the 1981 level. Outputs were estimated to be 1600 acres of reforestation and 3780 acres of TSI. The total Forest Service reforestation program (477,000 acres) and the TSI program (342,000 acres) planned for 1982 will not be significantly affected by this reduction. We still plan to meet our reforestation and TSI goals.

The 1982 budget assumed no new funding for YACC. Use of funds deferred in 1981 is planned. It was estimated this $20.3 million would produce 28 percent of the 1981 level for reforestation (7000 acres) and 39 percent of the 1981 level for TSI (13,200 acres). These acres would not be done if 1981 funds deferred were not available in 1982.

Question: Do you plan to have additional nursery construction in 1982? Do we currently have adequate nursery capacity for the reforestation program level estimated to be needed beyond the 1985 target date for completing work on the pre-1975 reforestation backlog?

Answer: The planned nursery construction in fiscal year 1982 is the continuation of nursery construction initiated in previous years. Nursery construction must be accomplished in successive steps. The nursery funds will be spent on four nurseries which have been previously approved for construction. The projects are developmental to complete these nurseries.

The Service-wide Nursery Capacity Study was recently completed which included our best estimate of seedling needs beyond fiscal year 1985. With the planned expansion, the production level will be sufficient to complete the backlog reforestation and keep up with the current reforestation needs.

Timber Supply on the Tongass NF-Alaska

Question: As you know, section 705(a) of the Alaska Lands Bill provides a funding mechanism to ensure that adequate funds will be available without being subject to the annual appropriations process to maintain harvest levels in Southeast Alaska at an annual average of 450 million board feet at least for the decade of the 1980's, not counting timber available from other sources. However, prior to enactment of that law, the Forest Service testified last year that the 1981 Budget included funds to finance the timber program in the Tongass Land Management Plan. Is that correct? Does the 1981 Appropriation Act provide sufficient funds to keep the Administration commitments regarding timber sales for the decade of the 1980's? The reason we ask that is that we understand that you are considering activating the 705(a) timber supply fund in 1981 for an amount greater than that provided in the 1981 Act. Why?

Answer: Yes, the 1981 Budget and Appropriation Act included funds to finance the timber program in the Tongass Land Management Plan. The 1981 Budget request, however, was prepared well in advance of passage of the Act. It reflected a conservative approach to advanced roading and other needed investments because of the uncertainty as to the outcome of the legislative process. Congressional action could well have established a land allocation pattern different from that recommended by the Adminstration, thus making high cost capital investments inappropriate.

Passage of the Act eliminated this uncertainty. The Act establishes a firm target of 4.5 billion board feet of timber production per decade. Production of this volume from Alaska's Tongass National Forest on a land base significantly reduced by wilderness designations requires substantial investments in pre-roading, administrative facilities, research and additional protective measures for wildlife, fisheries, soil and water resources. Activation of Section 705(a) of the Act in 1981 will provide the additional funding necessary to meet the commiment to supply an annual average of 450 million board feet into the future.

Question: How much is available in 1981 that would be replaced with 705(a) money? Will you propose a rescission for those 1981 funds that will be freed up if the 705(a) fund is activated? A reprograming? Why not?

Answer: $22,607,000 would be available if Section 705(a) is activated. The Administration has not decided on the Forest Service proposal to activate this special fund in 1981 and reprogram the freed up funds to high priority needs.

Question: How broadly do you interpret the language in 705(a) in terms of what types of activities are to be funded under 705(a)? Do you include wildlife program costs? Recreation? Research?

Answer: We believe that all direct costs and the related costs for mitigation measures that are associated with the timber production program should be included. This would include those support activities in recreation, soil, water, landlines, wildlife, roads, and other facilities necessary to carryout the land management direction in 705(a). Research is included for those research activities that are necessary to assure a continuous supply of timber.

Timber Supply on the Tongass NF-Alaska

Question: What type of facility construction projects are included in your 1981 and 1982 plans? Please provide a list for the committee.

Answer: Facility construction projects planned to be financed from the Tongass Timber Supply Fund are those related to maintaining the timber supply to dependent industry. Administrative facilities are not included in our proposals.

The following is a list of 1981 and 1982 projects:

1981 Projects	thousand dollars
Forest-wide Conceptual design, project survey, and project design: Kuiu, Thorn Bay and Craig	1,260
Thorn Bay, Phase I (site development and util.)	1,667
Total 1981	2,927

1982 Projects	thousand dollars
Project Survey and Design: Kate, North Revilla, Landcaster, Lab Bay and Angoon	960
Hoonah (buildings)	1,973
Yututat (utilities)	335
Kuiu, Phase I (site development and utilities)	1,872
Thorn Bay, Phase I (buildings--partial funding)	1,501
Total, 1982	6,641

Question: Was use of the 705(a) fund in 1981 contemplated in your budget justifications? How does that amount compare to the Regional Forester's request? What are the major differences?

Answer: Use of the Tongass Timber Supply Fund (TTSF) in 1981 has not been approved at this time. A proposal has been submitted to establish this fund at $36.1 million ($42.3 million needed less $6.2 obligated prior to enactment of P.L. 96-487). The only significant difference between the Regional Forester's request and the Washington Office request is the addition of $225,000 by the Washington Office to provide research information on growth rates, timber yield, and various harvesting practices.

Question: What will be the Office of Management and Budget's (OMB) role in reviewing programs or projects proposed for funding via 705(a)? We understand that your General Counsel has rules that "OMB does not seem to be prohibited from reviewing the merits of 705(a) requests." What was OMB's role in reviewing the 1982 proposal of $45.3 million for 705(a) activities? Did they reduce it? On what basis?

Answer: Office of Management and Budget will review the Forest Service and Department proposals for funding the Tongass Timber Supply Fund. This special fund is part of the total Forest Service and Federal government outlay and should be reviewed for adherence to the Administration's policy. OMB's review of the 1982 proposal resulted in a reduction of about $10 million from the Forest Service request. This reduction was in facilities construction ($4.4 million) Research ($1.0 million) and across-the-board cuts in other areas.

Question: While the intent of 705(a) is to ensure the continuance of timber sales for the dependent industry in Southeast Alaska, it was not intended to provide the Forest Service a " blank check" to fund all types of program activities and facility construction projects outside the normal appropriations review process. To expand the definition of eligible 705(a) activities to include marginal or questionable programs was not our intent. However, it seems that the implementation of this section hasn't changed anything. We will still have to review the request to see that adequate funds are available?

Answer: Our experience with fiscal year 1981 and 1982 indicates that implementation of Section 705(a) will result in additional funding to Alaska to maintain the timber supply to dependent industry. Review by Congress of the requested and approved funding level appears to be a step in the budget process that has evolved to serve as a cross-check assuring the intent of P.L. 96-487 is carried out.

Timber Salvage Sales

Question: This account is proposed for a reduction in budget authority in 1982, although the program level increases due to unobligated balances. Why are these funds not obligated at a faster rate? In fact, timber volume salvaged is expected to be down also. Why?

Answer: The actual salvage sale program for fiscal year 1982 is expected to be $12,389,000. This is the estimated program costs we expect for fiscal year 1982 unless a major catastrophe occurs. The decrease in additional appropriations needed in fiscal year 1982 is due to the expected accumulation of receipts from salvage sale funds which will be availalbe for expenditure. We are salvaging about all of the available material annually that current markets will accommodate.

The original salvage sale funds of $6 million has produced an accumulation of approximately $27 million in revenues up to fiscal year 1981. With a preliminary obligation of $11.2 million for fiscal year 1981, the expected unobligated funds was expected to be $15.8 million. However, because of unexpected increases in salvage fund needs to cover new situations in several Regions, and increased operating costs in two Regions, an additional $3.8 million has been requested for the balance of fiscal year 1981.

Question: What other permanent accounts have increasing unobligated balances? How about brush disposal? If so, why?

Answer: Besides the salvage sale account, the K-V and Brush Disposal accounts have increasing unobligated balances. The major reason for these increases is the decline in the rate of timber harvest due to the slow down in the economy, especially the housing market. Harvest areas are not being completed on schedule which results in delaying the expenditure of collected funds. Also, inflation contributes to this increase balance, since collection precedes actual work by one to three years.

Trust Funds -- K-V Balances

Question: You estimate that you will obligate about $105 million in 1981 and 1982, largely for post-harvest activities (p. 221). However, unobligated balances in those years are almost $250 million. Why can't we obligate more? How much of the unobligated K-V funds are on sales that have been closed out and are eligible for K-V work to begin?

Answer: There has been a decline in the rate of timber harvest and consequently, a reduction in the areas available for sale area improvement work. This decline in the rate of timber harvesting has been caused by the slow down in the economy. Although K-V collections have been made to work timber sale areas, the funded work cannot be accomplished until these areas are harvested and released from timber purchaser responsibility.

We have been collecting more K-V funds than we spend for several reasons. The funds collected in a particular year are for projects that will be completed in future years. These projects are more costly than the projects completed in that year because of inflation and because the area covered by the new collections are generally smaller in size, more dispersed and on more adverse sites than in the past. Also, more costly methods such as handwork are being used because of the increased restrictions on the use of herbicides.

In addition, the K-V Act was amended in 1976, by the NFMA, to authorize the collection and expenditure of K-V funds to protect and improve the productivity of all the renewable resources. The implementation of this additional authority has been slow, and significant collections for these activities have occurred only in recent years. Since there is some delay in accomplishing the work on ground, collections exceed the expenditures to date. The projects are now being programmed for completion.

Minerals

Question: The overall minerals management program is proposed at a level of $26.1 million for 1982 (p. 85), an increase of $7.2 million (+38%) over 1981 appropriations to date. The major part of this increase is for the leasable minerals program. This will permit an increase in lease application completions of over 6,000 (+33%). What are the estimated additional receipts from this increase?

Answer: The 6,000 lease applications for energy minerals will return receipts to the Treasury as follows:

Maximum acreage per lease	2560
Total number of leases	X 6000
Total acreage	15,360,000
Lease rental fee per acre per year	X $1
Annual lease rental fees	$15,360,000

Twenty five million acres under lease in 1980 produced an estimated 12.2 million barrels of oil. Based on this relationship, an additional 15.36 million acres can be expected to produce 7.5 million barrels/yr. in 8 to 10 years.

Seven and one-half million barrels @$34/barrel/yr. (today's price) = $255 million/yr.

Two hundred and fifty-five million @12.5% royalty = $31.88 million/yr. returns to the Federal Treasury from production in 8 to 10 years. This production could be expected to continue for 20 to 30 years.

Question: Your policy guideline calls for completing lease proposals in known resource areas (both geothermal and oil and gas) within 2 years. What is the average time for completing these applications now? How do you determine what lease applications should be processed first?

Answer: We have not computed an average time for completing applications. However, current guidelines establish a *maximum* of 2 years leasing proposals in known geothermal resource areas or other competitive leasing proposals. Also established is a 1 year *maximum* on applications to lease or simultaneous leasing inquiries for areas not *covered* by a land management plan or existing environmental assessment/statement and 2 months if covered.

Priority is placed on lease applications as follows:

1. Coal.

2. Oil and gas.

3. Geothermal.

4. Other.

The Federal Coal Program is the highest priority in that it represents a known resource, known input needs, and known returns to the Federal Treasury. Oil and gas is second in that less is known of the resource itself (i.e., exploration is necessary). Geothermal steam is next in that it not only requires exploration, but actual development is expected to generally take 10 years or longer.

Geologic provinces such as the overthrust belts receive high priority as there is a high probability that exploration will result in development and production.

Question: Do you have data indicating what percent of lease applications eventually get worked?

Answer: For a single block of oil and gas leases (perhaps 25,000 acres or 10 leases) obtained in order to explore a promising geologic structure, the probability of potential events is as follows: 1/

Preliminary exploration:	100 percent
Exploratory drilling:	
a. Statigraphic test hole:	50 percent
b. Wildcat well:	25 percent
Field development:	1 percent

Question: You also indicate that a desirable working inventory of minerals leasing actions could range from 1,000 to 2,000 in order to permit efficient management, scheduling of personnel resources, etc. However, the inventory of applications has increased from a 1979 level of 5,700 to a 1980 level of 7,300 and again in 1981 to a level of 11,300. Your 1982 estimate is that the working inventory will be reduced about 20% from 1981, down to 9,000. In light of recent experience, on what do you base this estimate of what is an appropriate inventory?

Answer: Whenever the number of unprocessed lease applications increases above the 1,000 to 2,000 level the numbers of litigations, appeals, and complaints from the public increase to intolerable levels from a management standpoint. With the current working inventory the Forest Service is coming under a high level of criticism.

The inventory of applications is growing because recent mineral and energy price increases resulted in increased levels of mineral activity on NFS lands, well beyond earlier expectations. This rapid increase in mineral activity is continuing at such high levels that current funding and staffing of Forest Service minerals programs are inadequate. Forest Service is doing all it can to make workforce and budget line up with priority needs in the strategic and energy minerals subject area.

Question: What is your recent experience in geothermal leasing? Is demand outstripping your ability to respond? We understand that you have over 800 unprocessed lease applications pending, over 500 of which are in known geological resource areas. What assurances could you provide the committee that this activity will receive additional priority in future years?

Answer: Demand for geothermal leasing is not outstripping the ability of the Forest Service to respond as is demand for oil and gas leasing. The majority of the unprocessed geothermal lease applications date back several years and were not processed due to perceived needs for land management planning to resolve resource conflicts and wilderness allocation goals.

Current policy requires that geothermal lease applications in wilderness, wilderness study, RARE II further planning and other areas be processed as soon as possible. Budget will be allocated to the Regions with funded targets for processing geothermal leases. Inclusion of geothermal targets within the funded targets for fiscal year 1982 willl insure priority for the Geothermal Steam Program.

Question: There is a qualitative dimension lacking in this discussion of minerals leasing activities. By that I mean that we do not have good information as to which applications should be handled promptly and which should be assigned lower priority. We also do not know whether or not we have provided adequate funds in terms of the potential returns to the Treasury and in terms of the local or regional needs. Contrasted to the data base with which we review your timber program, the minerals program data base is somewhat lacking. Do you

---

1/ Oil and gas activity in the Nortern Region, May 1980.

have efforts underway to improve this data base, so that you can properly allocate your own resources and so that this committee will be able to make informed decisions on funding levels?

Answer: We are restructuring the minerals data base along the lines of the timber data base. Objectives for this effort are to develop the following for each of 20 minerals commodities important to National Forest System lands:

1. Occurrence models to answer three questions:
    a. What kind of commodity is present?
    b. How much commodity is there?
    c. Where is the commodity?
2. Probability models to answer two questions for each phase of mining:
    a. Where will mineral activity take place?
    b. When will mineral activity take place?
3. Priority setting processes to include analyses of domestic supply/demand balances for various minerals.

The Forest Service computerized mineral leasing file will be fully functional by October 1981, and will provide a tracking mechanism for all lease status and activities.

Given these priorities and other information, effective distribution of budget and workforce will be facilitated. These techniques will allow us to move people and dollars into areas of anticipated need.

The Bureau of Mines and Geological Service (USGS) have supplied most of the data to be used in the models and analyses and will supply ongoing data requirements. Much of the basic supply/demand work has been done by USGS and Bureau of Mines. It appears that data bases for several commodities will be complete by fiscal year 1982. Others will be under development and in various stages of completion.

Recreation

Question: What are your wilderness management costs on a per acre basis? Do you anticipate those average costs increasing in the near future? Why are your estimated wilderness management costs increasing 16% in 1982 over 1981 appropriations to date when you do not estimate any additional wilderness acres? (p. 113). Is all this increase attributable to increased wilderness use?

Answer: The increased interest in mineral leasing activities to meet energy needs, implementation of clean air legislation, and monitoring programs to protect wilderness values and comply with National Forest Management Act regulations are examples of the many factors raising wilderness administration costs.

Question: Cultural resource management costs are proposed at a level of $10.3 million in 1982, an increase of $2.9 million (39%) over 1981 appropriations to date. This 1982 increase is also an increase of 86% over 1980 actual costs. Why are these costs so high? This increase is in spite of the fact that the number of acres covered by cultural resources will actually go down in 1982 from both 1980 and 1981. Are you doing significantly more detailed inventories?

Answer: The increase in cultural resource management cost result from several factors. The increase reflects the additional work necessary to comply with the requirements of the Historic Preservation Act, the Archeological Resource Protection Act, and other executive directions to protect cultural and heritage values.

The significant cost increase also reflects funding of cultural inventories with cultural resource funds. Past inventory expense has been partially offset with other functional and project funds. The current program emphasizes the inventory and evaluation of cultural resources endangered by development activities such as timber harvesting, mineral exploration and surface-disturbing activities. The number of acres included in the program is dependent upon the proportion of surface-disturbing activities identified by the various regions in their program of work.

We are doing only that level of inventory and evaluation necessary to meet the intent of the various acts. Maintaining compliance with the increased number of surface-disturbing projects and increased awareness of activities needing cultural resource protection, requires higher funding levels.

Question: How much of this cost is in general inventory expenses versus those tied to more immediate land disturbing activities?

Answer: General inventory expense is approximately $3,300,000, and cultural resource inventory and evaluations related to surface disturbing project activities is approximately $6,954,000.

Question: Do you do broad regional inventories or overviews as a part of updating forest plans? Are those costs reflected here?

Answer: Where broad overviews have not already been completed, we intend to complete them as a part of updating Forest plans. These costs are included here.

Question: You discussed earlier in your presentation increased demands for recreation. Your budget justifications show a slightly larger percentage increase in developed recreation usage than in dispersed recreation usage (p. 113). Is is true that you are budgeting substantially more of your increased funding for developed sites than for providing and managing more natural, dispersed recreation opportunities?

Answer: Recreation use in developed sites is expected to increase at a slightly greater rate than use in dispersed areas. Funding for developed recreation use does show a slight increase over the fiscal year 1981 allocation between developed and dispersed use.

Recreation Construction

Question: What percent of recreation construction funding is targeted to health and safety items in 1982?

Answer: Of the total $6,606,000 recreation construction funds more than $5,860,000 or 89 percent are for projects which will bring substandard water and sanitation facilities to desirable standards and correct or eliminate existing hazardous conditions. The remaining funds are generally associated with projects started in prior fiscal years which have already or will correct health and safety deficiencies on areas that have heavy concentrations of use.

Range Management

Question: The grazing program is proposed for a $1.3 million increase in 1982 over 1981 to date (+5%). The number of permitted AUM's will remain at 9.9 million. Are there additional cost-effective investments that could be made in 1982?

Answer: Additional opportunities exist on National Forest System lands, over those proposed in 1982 budget, for cost-effective investment in range improvement practices which eventually will result in increased livestock production. A critical factor in the production picture is that grazing systems must be implemented and range improvements must be in place from 5 to 10 years before they will become effective in increasing livestock production. Yearly budget level fluctuations do not appreciably affect that year's AUM production.

Question: What has been the Forest Service experience with wild horses and burros? Is their population increasing on Forest Service lands? How much does the Forest Service spend per animal to remove excess populations?

Answer: The Forest Service's Wild Free-Roaming Horse and Burro Program is closely related to that of the Bureau of Land Managment. In many situations, wild horses that run on national forests also run on the public lands administered by the Bureau of Land Management. The Public Rangelands Improvement Act of 1978 directs the removal and disposal of excess wild free-roaming horses and burros which pose a threat to themselves and their habitat and to other rangeland values. On some locations, an overpopulation exists and action is necessary to remove excess animals. Over the last couple of years, the Forest Service's program to capture excess animals has resulted in a herd reduction on National Forests of over 400 head. Under the Adopt-a-Horse Program, captured excess animals are placed with private individuals under a maintenance and care agreement with provision for granting title for the animal to the individual upon application and following 1 year of care under humane conditions. The Forest Service spends an average of $300 per animal for removal and placement with a private individual.

Question: What is the overall condition of Forest Service rangelands?

Answer: Our estimate of National Forest System rangeland suitable for livestock grazing by condition class is:

Condition	Acres MM
Good	13.1
Fair	25.0
Poor	14.2
Very Poor	2.1
	54.4

Seventy percent of our suitable rangeland are judged to be in satisfactory ecological condition. Some 16.3 million acres (poor and very poor condition classes) are considered to be in low or unsatisfactory ecological condition, i.e., producing less than 40 percent of their natural potential productivity.

Forest Fire Protection

Question: What are the fire prospects for this coming year?

Answer: The weather outlook for the remainder of 1981 suggests a fire season worse than generally expected. In the West, the projection is for the spring months to be warm and dry, with the most stressed areas being the central California coast, the southern Sierra Mountains and the Rocky Mountain area. In the East, the lingering effects of last year's drought will present problems if normal rainfall patterns fail to return. Continued drought, high fire occurrence and high wind conditions extended the Eastern 1980 fire season through March, 1981. Recent rains have abated most of the problems, at least temporarily.

Question: The 1982 program is proposed for an increase of almost $15 million (+9%) in 1982 over 1981 appropriations to date (p. 94). The majority of this increase is for attack, that is, the direct fire fighting activity. Why? Is this more cost-effective than putting a larger share in, say, prevention or fuels management? Does your Fire Management Budget Analysis (FMBA) provide answers to that type of question? Does the analysis show the impact of all protection activities or is it incomplete?

Answer: The fiscal year 1982 budget proposes a 9 percent increase in prevention, detection, attack, aviation, fuels and in total budget. The Fire Management Budget Analysis completed to date indicates this mix of activities is the most cost effective at the efficient budget level. The mix, however, is not constant among the forests, but varies based on vegetation, access, and topography. The national mix is the sum of the efficient mixes as determined on the individual forests. All protection activities are included in the analysis, but additional evaluation of the fuels management activity is necessary.

Question: Does the Fire aviation line item (p. 96) include funds for air tanker contracts? If not, where is that activity funded? At the public witness hearing, the Air Tankers Association testified that inadequate funds have been provided this year to meet their bid. What can you tell us about that?

Answer: The aviation line item does include the funds for airtanker contracts. It also includes all work of providing aircraft services for transportation of personnel and goods. It includes aircrews, aircraft, support personnel, facilities, and equipment. It includes costs of training, inspection, check-rides, proficiency flying, aircraft maintenance and upgrading, operation and maintenance of base facilities, and contracts. When the fiscal year 1981 bids for airtankers were opened, the 41 percent increase in costs were unexpected and adequate funds had not been reserved for the airtanker contracts.

Cooperative Law Enforcement

Question: Cooperative law enforcement activities are budgeted for a $400,000 increase over 1981 appropriations to date. Will this keep pace with the level of law enforcement activities currently planned for 1981?

Answer: The proposed budget level of $5,502,000 would provide for about 385 agreements with States and local jurisdictions. The 385 agreements proposed is the same number as are in effect for fiscal year 1981. The proposed funding level would keep pace with the current levels of activity for the 385 agreements.

Wildlife and Fish Habitat Improvement

Question: Overall, this activity has about a $3.4 million increase over 1981 appropriations to date (p. 117). The bulk of this is in wildlife and fisheries management support (+$5.0 million) and in Fish Habitat improvement (+$1.1 million), offset by a decrease in wildlife habitat improvement. Why did you select these priorities?

Answer: The increase in support is mainly for timber sales. The funds are used for biologists to develop mitigation and compensation efforts as well as determine ways to produce wildlife outputs from timber sales. The effort includes methods to keep silt out of streams, arrangements of cutting units to benefit wildlife, removal of fish migration blockages, etc. Public input to timber sale environmental analyses and land management plans have indicated the public is very opposed to timber sales that adversely affect fish and wildlife. The mitigation, compensation, and enhancement efforts offset most of this criticism and helps clear the timber sales. Outputs from these coordination activities provide the most fish and wildlife outputs for the dollars invested. The priority for fisheries is mostly for anadromous fish and is designed to offset the negative impacts of timber sales and roads on the anadromous fish resource and produce additional fish for commercial and recreational purposes. The priority again is to offset public criticism of our timber program and meet fish production goals.

Question: Endangered species habitat is proposed for a $600,000 increase over 1981, an increase of over 50 percent over 1981. Why? The Fish and Wildlife Service is proposing sizeable reductions in 1982. Is there a reason to treat these two agencies differently?

Answer: The increase in threatened and endangered species habitat improvement is mostly related to species recovery efforts. The first few years of the program was devoted mostly to surveys and plans with comparatively little recovery effort (habitat improvement). The Forest Service differs from the U.S. Fish and Wildlife Service significantly, in that the Forest Service manages 190,000,000 acres of land which provides habitat for 160 of these species. It is appropriate that the budgets differ in order to provide for recovery efforts and compensate for negative impacts of our timber, range and energy programs.

Soil and Water

Question: Soil and Water management is budgeted for a $3 million (+8%) increase over 1981 appropriations to date (p. 125). This is the net change of a $6.5 million increase (+33%) in soil and water administration and a $2 million increase in soil and water inventories, offset by a $5.5 million reduction in soil and water resource improvement activity. This reduction almost wipes out the improvement program. Why do administration and inventory activities rate such large increases relative to the improved work?

Answer: In keeping with our efforts to stay within a constrained budget and at the same time maintain program balance, some soil and water programs were considered nondeferable and of necessity higher priority than improvement work. Four categories of non-deferable activities in the soil and water budget are identified as follows:

- Acquisition of water rights needed to manage the resources of the National Forests. We are involved in State adjudication proceedings with most western states and these are time-consuming and costly. To meet state imposed deadlines for identifying and applying for needed water and to participate in their adjudications, we must proceed as rapidly as possible.

- Completion of forest land and resource management plans on schedule.

- Soil and water support to other resource programs to assure protection of soil and water values as these other programs are carried out. The impact of this work has grown rapidly with the minerals and energy development now taking place. Prevention of additional degradation of soil and water values is necessary rather than treatment of existing situations, even though both are important.

- Water-related project proposals and activities of other agencies on National Forest System lands. These are usually multi-purpose project proposals, often primarily for flood control or hydro-electric power. The Forest Service is directly affected and must respond to each proposal. The number of formal proposals has increased more than we had anticipated.

The inventory program must proceed rapidly enough to meet the informational needs of land management and project planning.

Maintenance of Forest Service Facilities

Question: What is the current value (not new replacement cost) of Forest Service facilities to be maintained out of this account? You have a $1.5 million increase budgeted for 1982. What are your average maintenance costs running per square foot? What percent of these funds are targeted to health and safety related program? How much is spent on inventories and surveys compared to actual maintenance? Does the Forest Service have a current inventory of all of its facilities? Do you have a current maintenance plan for each Region or Management Unit? What kind of test or review criteria is used to determine whether or not a facility should be repaired and rehabilitated rather than a new one constructed?

Answer: We do not gather current value data on Forest Service facilities. A majority of the approximately 22,000 buildings and other structures maintained from this account were constructed during the 1930's and earlier. Most of these have depreciated to a point they have little residual value. A much smaller building "boom" occurred during the early 1960's. These facilities, too, are rapidly depreciating because of inadequate maintenance funding.

The real property records currently being maintained by the Forest Service do not identify the type of funding responsible for maintaining the facility; therefore, this information is not available. We hope to develop a facility information system which will enable us to increase the management of the facilities maintenance program and, perhaps, provide data on costs of maintenance per square foot.

Our first priority for use of these funds will be abatement of health and safety hazards. We estimate that 50-60 percent of the proposed funding for maintenance of facilities will be used for this purpose.

We estimate that 1-2 percent of the amount proposed will be used for this purpose. As indicated in the budget explanatory notes, we are proposing to raise the priority of condition inspections in order to more effectively identify our actual maintenance needs.

We maintain a record of real property owned by the Forest Service. As indicated above, we hope to develop an automated Service-wide facility information system which would provide more detailed information on our facilities than is currently available.

Each Region, National Forest and Ranger District is expected to have a maintenance plan.

We consider the long-term economic consequences of repairing or rehabilitation versus cost of a new facility. Location of the present facility versus the ideal location for it to best serve the management needs is also a primary consideration. This would involve service to the public as well as supporting the resource needs of the unit including conservation of energy. We would also consider availability of other government or privately owned space to lease.

Rangeland Improvements

Question: Why are unobligated balances growing? Why are personnel costs running at about 25 percent per year of available funds--aren't administrative and planning funds provided out of the Range Management, National Forest System (NFS) account?

Answer: Most of the capital investment portion of the program on national forest lands in the 16 western states is accomplished through the Rangeland Improvements appropriation. General administration and program management costs associated with expenditure of Rangeland Improvements funds are borne by the Range Management account. This has resulted in a decrease of range management funds available for range program efforts--particularly allotment management planning and grazing permit administration. The accumulative effect over the last several years has been that the planning job has not stayed ahead of the range and planning in order to complete allotment management planning. Until the planning job is completed, capital investments for range management practices must be curtailed.

Personnel costs charged to Rangeland Improvements appropriation are for wages associated with direct project labor.

Aquisition of Lands for Special Acts and to Complete Land Exchange

Question: The Department of Interior has a proposed moratorium on additional land acquisition in 1982. This will apply to the Forest Service in terms of their L&WCF allocations. However, the Forest Service also has a few special land acquisition authorities funded from receipts in 1982 totaling $1.1 million. How active are those accounts? Does either account have unobligated balances? Why?

Answer: The proposed moratorium on additional land acquisition using L&WCF allocations in 1982 will not apply to the acquisition of lands from special acts and to complete land exchanges.

The acquisition of lands for national forest, special acts, includes the purchase of lands within critical watersheds in Utah, Nevada, and Southern California totaling $754,000. The local counties support federal acquisition of these lands needing treatment for control of soil erosion and flood damage. After acquisition, land treatment measures are applied to stabilize soils and restore a vegetative cover. The results are reflected in improved watershed conditions, social benefits and development of economic strength in local communities. The reduction in future damages from floods far exceeds land acquisition and treatment costs. This is an active program. No unobligated balances are anticipated at the end of 1981.

The acquisition of lands to complete land exchanges is authorized by the Act of December 4, 1967 (16 USC 484a), wherein deposits, made by public school districts in exchange for national forest land needed for school purposes, can be appropriated to acquire similar lands suitable for National Forest System purposes in the same State. The acquisition of lands suitable for National Forest System purposes replaces National Forest System lands acquired by the public school districts. The money has been specifically deposited for acquisition of replacement lands. In 1982, $327,000 is requested. The amount is cyclical because the availability of funds is dependent upon deposits into the fund by school districts at the time they acquire a tract of National Forest System land for school purposes. This is an active program. Due to the complexity of finding replacement properties of the exact amount deposited in the respective states, there may be minor unobligated balances at the end of 1981.

Weeks Act Acquisition

Question: No funds are requested for this purpose in 1982. Why not? What is the unobligated balance estimated to be available in 1982 and what is the estimated rate of obligation?

Answer: The Weeks Act provides for the acquisition of lands within the national forests to protect watersheds of navigable streams and for timber production. Lands are acquired from willing sellers, primarily east of the 100th meridian. Acquisition can be a cost effective substitute for landline location as survey costs are projected to the $7,259 per mile in 1982 as compared to average land costs of $350 per acre. The program can reduce local government costs by precluding permanent residential development in isolated areas.

In an effort to reduce 1982 budget deficit, no funds have been requested in 1982. It is anticipated that when the budget is balanced in 1984, a modest funding in the Weeks Act acquisition program will be requested. Deferral will result in higher future costs due to appreciation in land values. However, this is necessary to reduce budget deficits in fiscal year 1981-83 and to balance the budget by 1984.

The unobligated balance as of March 31, 1981, was approximately $150,000. Currently, there are more sellers anxious to sell properties desirable for national forest purposes than there are funds available. We anticipate obligating the remaining balance prior to the end of fiscal year 1981.

Personnel -- Detail of Positions

Question: The current number of Executive Level V positions authorized for the FS is 2. The 1982 Revised Budget proposes to eliminate these two positions and to increase the number of Senior Executive Service (ES-3) positions by 2 (p. 17-a). What is behind this change? Is there a funding savings?

Answer: The Budget Amendment was used to correct an error in the original budget justification material. There are no Executive Level V positions in the Forest Service.

O&C Grant Lands

Question: Provide data on current costs vs. reimbursements. Also, impact of BLM reductions in 1982.

Answer: The lastest information for current costs vs. allocations is for FY 1980 as follows:

Carryover from FY 1979	$650,543
Allocation by BLM FY 1980	6,390,000
Total FY 1980	7,040,543
Deferred by BLM FY 1980	-650,543
New obligational authority	6,390,000
Actual Obligations FY 1980	-6,308,992
Carryover to FY 1981	$ 81,008

The impacts of the proposed reduction by BLM in 1982 are:

- Deferral of construction on 8.1 miles arterial roads plus providing timber stand improvement access.
- Deferral of construction on 7 recreation areas.
- Planning on six sites to be constructed
- Administration of existing contracts

Budget Revisions

Question: What was the actual 1980 level of spending for travel? Consulting? What is proposed for 1982?

Answer: The actual travel expenditure (budget objective classification 21) for fiscal year 1980 was $46,824,000. For 1982, we have $47,795,000 planned for travel.

The actual expenditure for consulting services for fiscal year 1980 was $783,000. For 1982, we have planned $534,000 in the amended budget for this purpose -- a decrease of 15% from the planned obligations.

Question: Apparently some construction projects were actually increased in the Reagan budget relative to the January Budget. Why?

Answer: The Reagan budget reduced recreation construction funding by $1,000,000 below the January estimate. Nine projects were reduced or eliminated. Projects eliminated were not specifically designed to correct health or safety deficiencies. Two projects, Tipsaw Bathhouse and Kam Dam were deleted from the proposal after a reanalysis. In their place, three new projects were added, which reflect the Region's revised priority. Forty-two thousand dollars were added for survey and design of miscellaneous projects within the region.

These projects will correct deficiencies of the type identified in GAO's recent report.

At the bottom of page 2 of Mr. Peterson's statement, he notes "Program levels for fire protection,... are at or above the 1981 appropriation."

The Committee understands that you have had to reprogram approximately $1 million in Forest Service funds in order to award not even all of the air tanker contracts for which you advertised for fiscal year 1981.

Airtanker Costs

Question: If the 1982 program level for air tankers is the same as 1981, how will you accommodate this $1 million shortfall next year, when we understand these contracts will be renewed at rates reflecting a cost increase escalator?

Answer: In fiscal year 1981, the cost increase was misjudged. For fiscal year 1982, we will have a better estimate of costs and will provide for a fleet of 44 airtankers.

Question: What do you anticipate spending for the total availability cost of air tankers in fiscal year 1982?

Answer: Fiscal Year 1982 availability costs will be adjusted in accord with the "Economic Price Adjustment" clause in the contract. Airtanker availability cost for 44 airtankers in fiscal year 1981 is $3,593,000 for mandatory availability. Expenditures in fiscal year 1982 will be based on this amount, adjusted for inflation plus any payments necessary for pre- and post-season availability requirements.

Question: What is Forest Service policy regarding use of military aircraft in firefighting?

Answer: Forest Service policy and that of the Department of Defense is that the Modular Airborne Fire Fighting System (MAFFS) is to be used as a reinforcement measure when suitable contract airtankers are not readily available. The same policy applies to the use of other military aircraft for firefighting.

Question: What is the cost of using military aircraft in firefighting? How much of this is paid by the Forest Service (for training, retardant, equipment, etc.) each year?

Answer: Military services are reimbursed from unbudgeted Forest Fire Fighting (FFF) funds for direct expenses related to aircraft services under our interagency agreement. The rates are usually somewhat less than contract flying rates. Annual costs vary from nothing to substantial amounts from year to year depending on actual use. The cost of the annual military aircrew training and equipment maintenance, associated with the MAFFS is $58,000 in fiscal year 1981.

Mount St. Helens Funding

Last year you received a $25 million emergency supplemental for work in the Mount St. Helens area. The original Forest Service estimates were developed promptly but hurriedly, using very sketchy data, and we fully understand that some changes in the original spending pattern are now needed.

Question: Did the Forest Service have unobligated road construction money carried into 1981, both nationally and in Region 6? How much?

Answer: Of the $25 million appropriated in 1980 for the Mount St. Helens Volcano disaster, $13.4 million was reappropriated for 1981. Although none of this $13.4 million was for road construction, the Forest Service received permission from the Appropriation Committees to use $1.9 million for that purpose.

Question: Next, how much new budget authority was programmed for obligation in Region 6 in 1981? How much was included for the Mount St. Helens area or the Gifford Pinchot NF specifically? How much of the $62.5 million road supplemental currently pending would be for Mount St. Helens? How much would be redirected from Alaska if the 705(a) fund is activated?

Answer: Region 6 has received $44.4 million in Forest Road Construction funds in 1981. This amount does not include funds for Mount St. Helens, but $4.2 million is planned for the Gifford Pinchot National Forest.

If the Tongass Timber Supply Fund is activated (Section 705(a) of P.L. 96-487), $4.5 million of the $62.5 million in the 1981 road supplemental, and $9.7 million in road construction funds currently planned for Alaska could be used for Mount St. Helens.

Question: Really, our questions have to do with the nature of the Mount St. Helens area. You apparently persuaded the House Committee that the $15.9 million was urgently needed for timber salvage sales. However, it is our understanding that the $15.9 million supplemental has money included for items such as research and road and trail maintenance that we would question on two points: (1) the original spending plan for the $25 million supplemental shifts money out of these activities and into such items as recreation. This appears to us that you are replacing already appropriated money with new requested budget authority. Why? (2) We don't understand the need for all of the $15.9 million in terms of an emergency nature when some of it is for non-timber related activities. Why do you need research money in a supplemental? Fish and Wildlife? Reforestation?

Answer: Of the $13.4 million for Mount St. Helens that was reappropriated for 1981, $4.6 million was earmarked for the Helistat aerial logging development project. This left $8.8 million for funding the Mount St. Helens operations.

In requesting a shift from the original spending plan, we had to assume that $8.8 million may be all that would be available in 1981. Based on that assumption, the revised spending plan finances public safety and protection ($1.4 million), the Emergency Coordination Center ($2.3 million), Visitor Services ($1 million), and timber-oriented activities and support ($4.1 million).

It is urgent that research be conducted on the volcano site to: determine the effectiveness of revegetation and reforestation alternatives, determine the effect of downed material and salvage operations in regulating soil and sediment movement, determine insect reintroduction rates, and reestablish aquatic ecosystems and fisheries. Without this research, management tools will not be available to the resource managers to meet the various objectives on the land damaged by the Mount St. Helens eruption.

The small amounts requested for fish and wildlife ($200,000) and reforestation ($100,000) in the supplemental are for support of the timber salvage operations and to continue the survey and evaluation of destroyed or damaged areas.

Question: How much road construction money has the Forest Service reallocated from within Region 6 to the Mount St. Helens program? How much has been shifted from other Regions to meet this urgent need? What is the minimum amount of money needed this year to carry out all economically-justifiable salvage sales? What are your obligation estimates for 1981 for these road funds?

Answer: The Forest Service has not reallocated road construction funds within Region 6 or shifted funds from other Regions at this time. We are committed to meeting the timber targets agreed to with Congress. Forest road construction funds are known to be short and to reallocate this scarce funding resource would aggravate the problem.

The minimum amount of road construction funds needed to carry out the economically-justified salvage sale is $25.2 million ($1.9 million from 1980, $9.7 million from reprograming, $4.5 million from the road supplemental and $9.1 million from the Mount St. Helens supplemental). It is expected that $22.7 million (90%) of this amount will be actually obligated in 1981 if approval is obtained on the reprograming and supplemental requests in time to proceed with the contracting activities.

Question: How does the Helistat fit into this overall road program? For what estimated returns?

Answer: Mount St. Helens is one of six test sites selected for evaluation trials and technology transfer for the Helistat project. It is estimated that 10 million board feet will be recovered on Mount St. Helens. Returns to the Government for sale of the logs are expected to be $3-4 million.

Question: How many sales will be offered? Beginning when? For what volumes? For what estimated returns?

Answer: It is planned to offer about 35 timber sales at Mount St. Helens during fiscal years 1981 and 1982. These sales began in March of 1981. The sale volume is estimated to be 449 million board feet and the net return to Treasury is expected to be $103 million. This receipt estimate is based on a sale value of $300 per thousand board feet less payment to the State under the Act of May 23, 1908 (25% Fund).

Question: Going back to the revised Mount St. Helens spending program for 1981, you now estimate that you will not need $826,000 for nursery and seed collection programs. Why not? You also indicate a plan to spend $750,000 more than was initially provided for recreation use. Why?

Answer: Seed collection and reforestation activities were deferred in order to complete the environmental impact statement. Once the statement is approved, we will develop the action plan necessary to assure reforestation is completed where needed and economically feasible. Research is continuing to determine the best strategy for plantation survival in the volcano environment.

Recreation funds are needed to meet the demands of visitors to the volcano area. The Region expects more than one million visitor days to the volcano area in FY 1981. Visitor activity will occur primarily on National Forest System lands where access is difficult and costly. From May 19, 1980, to October 1981 over 400,000 visitors have stopped at the two temporary visitor centers.

The projected high volume of timber salvage and sale activity will also require recreation centers to direct visitors to areas away from conflict with road construction and logging activities.

Question: What is the relationship of these various funding proposals to the draft EIS now being considered?

Answer: The funding levels represent groups of projects that form logical and viable programs of work to implement Alternative 7 of the draft EIS at three levels of intensity.

The carryover funding alternative ($13.4 million) -provides for the salvage of 335 million board feet and a net return to Treasury of $60 million by 1986.

The reprograming alternative ($26.5 million -- $13.4 million carryover plus $13.5 million in reprograming) provides for the salvage of 400 million board feet and a net return to Treasury of $95 million by 1984.

The supplemental funding alternative ($42.4 million -- $13.4 million carryover, $13.1 million reprograming plus $15.9 million supplemental) provides for full funding of Alternative 7 of the draft EIS -- the Forest Service preferred alternative. This funding level would allow the salvage of 449 million board feet after 1983. It also includes an expected net return of $103 million to Treasury by 1983.

Question: How much of the work carried out to date has been disrupted or damaged by subsequent eruptions?

Answer: We have experienced only minor disruptions due to subsequent eruptions. Most of the volcano activity is generated to the North while investment and sale activity are being scheduled on the East and South sides of the mountain. One log jamb timber sale was washed downstream to Swift Reservoir. This timber sale is now being salvaged in the reservoir.

Further Budget Reductions

Question: Mr. Peterson, in the event the committee needs to make further Budget reductions, please provide for the record a list of (Administration approved) reductions totaling $100 million from the revised 1982 Budget. Please indicate the impact in terms of employment and outputs.

Answer: The table, enclosed, lists reductions totaling $100 million. The impacts this reduction would have on employment and outputs follow the table.

UNITED STATES DEPARTMENT OF AGRICULTURE
FOREST SERVICE
Impact of $100 million Reduction
Senate Appropriation Subcommittee
(Dollars in thousands)

	1982 President's Budget	$100 million Reduction
FOREST MANAGEMENT, PROTECTION AND UTILIZATION:		
FOREST RESEARCH:		
Land and Resource Protection Research	61,119	1,800
Renewable Resource Management and Utilization Research	73,181	2,200
TOTAL, FOREST RESEARCH	134,300	4,000
STATE AND PRIVATE FORESTRY:		
Forest Insect and Disease Management	24,400	1,000
Rural Fire Protection and Control	14,930	--
Rural Forestry Assistance	22,400	--
Urban Forestry Assistance	--	--
Assistance in Management, Planning and Technology Implementation	6,900	--
General Forestry Assistance	875	--
TOTAL, STATE AND PRIVATE FORESTRY	69,505	1,000
NATIONAL FOREST SYSTEM:		
Minerals area management	26,099	500
Land Management	26,203	400
Landline Location	30,205	1,800
Maintenance of Facilities	15,615	300
Payments to Employees Comp Fund	8,500	--
Forest Fire Protection	178,380	3,200
Fighting Forest Fires	4,275	--
Cooperative Law Enforcement	5,502	100
Forest Road Maintenance	80,170	5,000
Forest Trail Maintenance	13,251	200
Sales Administration and Management	208,636	14,500
Reforestation and Stand Improvement	122,275	10,000
Recreation Use	117,391	3,200
Wildlife and Fish Habitat Management	44,226	1,400
Range Management	37,545	1,100
Soil and Water Management	40,405	1,300
TOTAL, NATIONAL FOREST SYSTEM ...	958,678	43,000
TOTAL, FOREST MANAGEMENT, PROTECTION AND UTILIZATION	1,162,483	48,000

	1982 President's Budget	$100 Million Reduction
CONSTRUCTION AND LAND ACQUISITION:		
Construction of Facilities:	22,793	2,300
Research construction	(1,503)	(1,100)
Construction for fire, administration and other purposes ..	(14,684)	(1,200)
Recreation use areas construction	(6,606)	--
Forest Road Construction	203,640	17,700
Forest Trail Construction	4,718	--
Forest Roads, Purchaser Construction	242,542	20,000
Land Acquisition, Weeks Act	--	--
TOTAL, CONSTRUCTION AND LAND ACQUISITION	473,693	40,000
ACQUISITION OF LAND FOR NATIONAL FORESTS, SPECIAL ACTS	754	--
ACQUISITION OF LANDS TO COMPLETE LAND EXCHANGES	327	--
RANGELAND IMPROVEMENTS	6,500	--
PERMANENT APPROPRIATIONS	488,673	10,000
TRUST FUNDS	103,603	2,000
TOTAL, REGULAR FOREST SERVICE	2,236,033	100,000

Research:

Forest Insect and Disease Research (-$1,000,000). This reduction would slow research to develop forest protection systems for major pests including spruce budworms, southern pine beetle, and protection of wood in use from fungi and termites.

Eastern Hardwood Utilization and Management (-$1,000,000). This reduction would delay progress on silviculture and management research, extending the time required to develop improved uses of hardwoods, and delay the development of harvesting systems to recover hardwoods and associated residues.

Softwood Utilization and Management (-$1,000,000). This reduction would slow silviculture and management research, especially on regeneration techniques, and extend the time required to develop harvesting, transportation, and utilization systems to extend timber supplies.

Renewable Resources Evaluation (-$500,000). This reduction would extend the inventory cycle and delay the implementation of multiresource inventories.

Fire Research (-$300,000). This reduction would delay the development of national fire prevention program.

Range Research (-$200,000). This reduction would slow research in rangeland rehabilitation and management.

Research personnel would be reduced by approximately 70 PFT staff-years.

State and Private Forestry:

Forest Insect and Disease Management (-$1,000,000). This reduction in State and Private Forestry budget for FY 1982 would be taken from the Forest Pest Management program. This would impact timber growing stock through a 588,000 acre reduction in insect suppression. Federal personnel would be reduced by 10 PFT staff-years.

National Forest System:

Minerals. (-$500,000). The number of leases and permits processed would be reduced by 500 to a new level of 24,766. The inventory of unprocessed lease applications for energy minerals on National Forest System lands would increase from 9,035 to 9,535 by the end of fiscal year 1982. Minerals personnel would be reduced by approximately 8 PFT staff-years.

Land Management (-$400,000). The existing 65,000 special use permits would not be administered according to standards, resulting in deficiencies in safety, health, Title VI (nondiscrimination) compliance reviews, and fiscal guidelines. New applications received, expected to total about 5,000 cases, would be processed according to their importance. Energy projects would be given priority. The land exchange program would be reduced by five cases and approximately 2,500 nonfederal acres being added to the National Forest System in exchange for approximately 2,000 acres of National Forest System land. There would be a loss of 5 PFT staff-years.

Landline Location (-$1,800,000). Landline surveys would be reduced by 300 miles. Few title claims or trespass cases would be processed, resulting in 2,000-3,000 cases being added to the backlog. By the end of 1982, the backlog would total approximately 53,000 cases. There would be no survey capability to support the necessary mineral activity unless it is diverted from the timber sale program. Survey and land status personnel would be reduced by 28 PFT staff-years.

Maintenance of Facilities (-$300,000). This reduction would further delay the condition surveys and planning activities which affect our capability to meet future years resource programs. Maintenance personnel would be reduced by 5 PFT staff-years.

Forest Fire Protection. (-$3,200,000). This reduction would cause suppression costs to increase $3.0 million and resource value losses to increase $2.1 million for a net program cost increase of $1.9 million. Fire personnel would be reduced by 39 PFT staff-years.

Cooperative Law Enforcement (-$100,000). This reduction would cause the cancelation of about seven agreements with State and local jurisdictions. This would reduce their ability to respond to crimes directed toward forest visitors and their property. No change in PFT staff-years would result from this reductions.

Road Maintenance (-$5,000,000). The total number of miles in transportation system of 260,000 miles would be maintained to a lower level of service with an increase in road closures for other than timber harvest traffic. Cost reductions in road maintenance are offset by higher operations costs to the users and deferring some work which accelerates the need to rebuild or replace the facility at a later time. Maintenance personnel would be reduced by 53 PFT staff-years.

Trail Maintenance. (-$200,000). While the entire trail system would continue to be managed, approximately 28,200 miles, or 30 percent, would be maintained below appropriate standards for use. On these trails, the maintenance objective would be to protect the investment from resource damages that might result from erosion, and to provide for the safety of users. Maintenance for convenience would be low priority, and users may encounter obstacles or missing signs. Trail maintenance personnel would be reduced by approximately 3 PFT staff-years.

Timber (-$14,500,000). The timber sale preparation level and the amount of volume to be offered for sale would be reduced by 600 million board feet. The amount of volume to be offered in FY 1982 would include the 300 million board feet of advance sale preparation volume authorized by Congress in FY 1981. The new level of timber sale for FY 1982 would be 11.3 billion board feet prepared and offered for sale. Advance preparation for future years would be limited to that necessary to maintain the sales program at 11.3 billion board feet in FY 1983. Timber and road engineering personnel would be decreased by approximately 300 PFT staff-years.

Reforestation and Stand Improvement (-$10,000,000). The reforestation level would be reduced by 40,000 acres, to a new level of 175,000 acres. The goal to eliminate the feasible backlog (575,000) acres as of 10/1/80 by 1985 could not be met without large increases in reforestation funds in 1983-1985. An estimated 32,000,000 seedlings that have been planted for the 1982 program (of a total 173,000,000) would be destroyed.

The TSI level would be reduced by 20,000 acres, to a new level of 162,000 acres. This is about 100,000 acres short of the acres that should be treated annually to improve the condition and growth of the timber stands.

Reforestation and stand improvement personnel would be reduced by about 180 PFT staff-years.

Recreation (-$3,200,000). Management of developed sites would be reduced by more than 1,900,000 PAOT-days, from the proposed program. Approximately 12,380,000 PAOT-days or 8 percent of developed recreation capacity would be closed. Management of dispersed areas and wilderness areas would be at a level below present standards. We can expect resource degradation on many dispersed areas due to reduced administration.

Support for timber and other resources would also be reduced in the areas where we can expect the least possible damage. Cultural inventories would be reduced by an estimated 82,000 acres, causing subsequent delays in resource development projects. Recreation and wilderness personnel would be reduced by about 40 PFT staff-years.

Wildlife and Fish (-$1,400,000). Reduction would be made in the Wildlife Habitat Improvement program. Funding for Wildlife Habitat Improvement would be reduced by 12 percent from FY 1981 Funding.

Direct habitat improvement projects are done in response to Sikes Act Plans. Funding reductions in direct habitat improvement are met with frustration by State Fish and Game Agencies and a perception of reduced Forest Service commitment and cooperation. Wildlife and fish personnel would be reduced by approximately 20 PFT staff-years. This would reduce our ability to provide quality and timely coordination and support to other resource functions. If travel funds are sufficient, remaining wildlife biologists would travel more to maintain adequate coordination and support levels.

Range (-$1,100,000). Funding for two of three existing range validation programs would be reduced by $560,000. This program is designed to evaluate and test assumptions through the research process made in predicting multiple resource outputs in the RPA program. Funding for range improvements would be reduced $540,000 resulting in 11,300 fewer acres of forage improvement work and 52,000 less acres would be improved as a result of fewer range structural improvements.

Restoration of deteriorated range would be delayed leading to adverse impacts upon all parts of the range environment including soil, vegetation, wildlife and streams.

Animal unit months of grazing would not be appreciably affected this year but our capability to continue to supply forage for 9.9 million animal unit months in future years would be affected. A critical factor is that grazing systems must be implemented and range improvements must be in place from 5 to 10 years before they become effective in supplying additional livestock forage. Range personnel would be reduced by approximently 15 PFT staff-years.

Soil and Water (-$1,300,000). Most of this reduction would reflect a reduced demand for support as the other National Forest System programs are reduced as indicated. Monitoring activities and support and coordination would be largely limited to programs and projects involving high hazards and high soil and water values. The level of support and coordination for resource management projects would be reduced by 15 PFT staff-years.

Construction and Land Acquisition:

Construction of Facilities (-$2,300,000). The energy conservation retrofit program would be eliminated, except for that which can be done under the regular maintenance of facilities program. The $1.1 million in Research Construction and $1.2 million in Fire, Administrative and Other Construction proposed for this program in the President's Budget was to conclude the survey phase of the retrofit program and begin retrofit actions.

Retrofit of facilities to increase their energy efficiency would be further delayed. We would be unable to meet the requirements of the National Energy Conservation Policy Act without an on-going retrofit program.

Forest Road Construction (-$17,700,000). There would be a reduced need to prepare survey and designs for timber sale roads by an estimated 1,000 miles due to reduced new starts in sale preparation of 600 million board feet. Estimated savings would be $4,000,000.

New access to unroaded areas would be reduced by 80 miles and would affect the future timber programs in these areas. These areas represent about 10 percent of annual sale volumes and a reduction of 80 miles represents about 20 percent of the new access or an annual volume of 200 million board feet.

PFT staff-year reductions are shown in the Timber impact statement.

Forest Roads, Purchaser Construction (-$20,000,000). The roads built by purchasers would be reduced by 500-600 miles as a result of reducing timber sales by 600 million board feet.

Permanent Appropriations:

Payment's to States (-$10,000,000). The continued low timber harvest activity on the National Forests may result in 1982 Payments to States (25 Percent Fund) being lower than estimated. A five percent reduction in the harvest estimate for 1981 would result in a $10,000,000 reduction in the 1982 payments.

Trust Funds:

Cooperative Work Forest Service, Other (-$2,000,000). This reduction would result in our restricting (by 10 percent) the number of agreements we enter into with cooperators to perform work of mutual benefit. Lower priority work would be delayed into future years.

Questions Submitted by Senator Robert C. Byrd

Spruce Knob-Seneca Rocks NRA of the Monongahela National Forest

In fiscal year 1981, an amount of $250,000 was included in the regular appropriation bill for land acquisition at the Spruce Knob-Seneca Rocks National Recreational Area of the Monongahela National Forest. The previous Administration also included $1,050,000 in the fiscal year 1982 budget for land acquisition at the site. I am advised that a further $1.3 million would be required to purchase the 1200 acre "OURS" tract. However, the current Administration proposes to rescind the fiscal year 1981 funds and has reduced the fiscal year 1982 budget request to zero.

Instead, the Administration plans to rely on "trades" of land in order to round out its acquisition needs.

Question: For the record, please indicate the magnitude and cost of land yet to be acquired at this site, the magnitude and estimated cost of land associated with "anxious sellers" at that site, and indicate in practical term precisely how the new policy would apply at this site so that the requirements of the "anxious sellers" can be met in a practical, workable manner.

Answer: The magnitude of the acquisition project is broken down into two categorties:

Essential Acquisition (Priority I) - 17,930 acres at a cost of $15,200,000
Useful Acquisition (Priority II) - 12,887 acres for $10,730,000

If adequately funded, we estimate acquisition of 30 cases per year for 8-10 years. Of this, 20-30 percent is included in the above totals for project costs.

Currently there are 3,842 acres at a cost of $3,606,510 either under option, appraised, or awaiting appraisal. Of these, 3,642 acres are in 22 ownerships (all anxious sellers) at a cost of $3,200,000. This includes the OURS property.

If the acquisition project cannot proceed, investments incurred for appraisals surveys, title work and program management will be lost. There are 1,248 acre under option at a value of $925,210 and 2,224 acres appraised valued at $2,518,500 including the OURS tract.

The majority of the landowners in the NRA are either retired or approaching retirement and are not interested in managing land. They want to divest and have their investments more liquid. This does not mean the Forest Service could not work with a third party, but negotiations would be more complicated and time consuming. Exchange is a viable land acquisition or land adjustment tool, but cannot satisfy the majority of the NRA landowners' needs.

The OURS property most likely will be sold if the Trust for Public land cannot exercise their option on the property by the end of December, resulting in probable subdivision. If funds are unavailable for land acquisition in the NRA, costs to acquire in the future will escalate, thereby placing an extra burden on the taxpayers. Subdivision will further increase acquisition costs due to the added expense of an increased number of properties and landowners.

Monogahela National Forest - Construction

Question: What is the next stage of development and associated cost at this site, including renovation of the old Bickle Fire Tower, camping facilities at the Island Creek Campgrounds, and the renovation of the Spruce Knob Lake Campground?

Answer: The next stage of construction includes several projects. Rehabilitation of Bickle Knob Observation Tower requires adding new stairs and repairing the observation platform. The trail leading to the tower will be upgraded and vehicle barriers will be improved to protect the site. The total estimated cost is $85,000 in Recreation construction funds.

The campground and access road at Spruce Knob Lake is currently badly deteriorated. Erosion is occurring in places and the quality of the experience is declining because the facilities are in need of rehabilitation. Rehabilitation at Spruce Knob Lake Campground would involve gravel replacement where needed on the road and spurs, seed and much all exposed soil, install new fire grates, tables, and stairs as needed.

Screening vegetation would be planted where necessary to protect the site and improve the quality of the recreation experience. The estimated cost of this rehabilitation work is $195,500 of road construction funds and $108,700 recreation construction funds.

Plans to site plan and survey and design the parking area and other facilities to correct site deterioration at Island Creek Campground are included in the FY 1983 program of work. The estimated cost of this survey and design project is $7,000 of recreation construction funds and $19,000 of road construction funds.

Chestnut Blight Research Program

Question: In fiscal year 1980, the Congress provided $100,000 for the Chestnut Blight research program. This program has been in existence for four years and major studies are now in progress. What are your plans for this program? What level of funding do you think can most productively be used in fiscal years 1981 and 1982? If, in your professional judgment, a one-year lull is appropriate for fiscal year 1981, what assurances can I have that there will be no reduction in the Forest Service's commitment to this program?

Answer: The chestnut blight research program in the Northeastern Forest Experiment Station, USDA Forest Service, has been in existence for about four years, and major studies are currently in progress. It now seems appropriate after four years to evaluate the results of this research before deciding what subsequent research will be most relevant to developing techniques for reducing damage caused by the chestnut blight fungus. In FY 1981, $56,000 of new research agreements have been funded. The remainder of the funds authorized for chestnut blight research will be used by the Northeastern Station for other insect and disease research problems of highest priority.

A major review will be held eary in 1982 to assess research progress and establish priorities for the most fruitful areas for additional research. Until this evaluation is completed, additional research effort and level of funding needed in FY 1982 and beyond cannot be predicted. We do, however, plan to maintain a chestnut blight research program commensurate with opportunities identified in the evaluation, research budget authorizations permitting. Plans for the current fiscal year shoud not be misinterpreted as a reduction in Forest Service commitment to give appropraite attention to the chestnut blight problem.

Question: I understand the Forest Service is cooperating closely with the University of West Virginia. For the record, indicate the degree of cooperation between the Forest Service and the University of West Virginia.

Answer: There is a high degree of cooperation between the Forest Service and the University of West Virginia. We currently have approximately $240,000 in active cooperative research agreements with the University of several subjects including chestnut blight, acid rainfall, mineland rehabilitation, fuelwood production, forest road evaluation, wildlife management, and nonindustrial private forests. Other areas of cooperation include joint membership on technical and graduate committees, sharing of facilities and equipment, jointly sponsored meetings and symposia, and adjunct faculty status for Forest Service scientists.

George Washington National Forest

Question: For the record, please provide the details and costs of the next stage of development at the Rock Cliff Lake and Trout Pond. Would any proposed development at Rock Cliff Lake and Trout Pond be consistent with the Environmental Study conducted by the University of West Virginia? Please explain?

Answer: Phase one of the development plan is complete. Construction items in the nest phase will expand the capability of the Recreation area to accommodate 55 additional family units. This would require $443,468 FR&T and $994,293 recreation construction funds for a total of $1,387,761.

In addition, there is a need for expanded administrative facilities and a larger beach area. A combination workshop/office/garage structure will require $470,000. A 12 person bunk house/kitchen to replace temporary housing will require $290,000. Completion of the sewage hookups, water system, roads, trails, and signs will require $220,000. Expansion of the beach will require $80,000.

An environmental assessment of the entire Trout Pond development has been prepared. Mitigation measures were incorporated in the design of the facilities. The development above is in no way controversial to the protection of the Trout Pond, and would make management of the area more economical.

Everything proposed at Rock Cliff is consistent with the Environmental Study done by the University of West Virginia and will alleviate pressure on Trout Pond, and help preserve the natural ecology of Trout Pond.

Forest Service Travel

A draft report from the Office of Management and Budget (OMB) indicates that Forest Service employees made 268,422 trips in fiscal year 1979, the latest year for which these statistics are available. That is approximately 700 trips a day, 365 a year.

In fiscal year 1979, the Department sponsored travel of 12,936 employees to "information meetings" Another 14,553 trips were for "training attendance." Another 3,234 trips were for "conference attendance." "Site visits" accounted for 19,404 trips.

The report indicates that 208,593 trips fell into the category entitled "unknown." I presume many of these trips involved Forest Rangers traveling in the field, but the report does not indicate that.

Question: What is the Forest Service doing in this area?

Answer: We have not been able to obtain a copy of the draft OMB report referred to in the question. The following was provided to the Department relative to 1979 travel:

	No Trips
Site Visits	107,116
Information Meeting	610
Training Attendance	6,100
Speech or Presentation	122
Conference Attendance	1,220
Relocation	4,880
Entitlement Travel	610
Special Mission	122
Other Travel	1,220
Total	122,000

All Forest Service travel is "known." There is nothing in "unknown" category.

We are complying with USDA and Administration direction to reduce all categories of travel.

Question: What kind of improvement can we expect to see by next year?

Answer: There should be a reduction in travel for fiscal year 1982. The Forest Service is attemping to comply with Administration and congressional direction to both reduce travel and continue to meet established targets and goals.

QUESTIONS SUBMITTED BY SENATOR McCLURE

Road Closures

Question: I understand that when a timber sale is offered, road closures are considered at that time. If these roads, which are part of a proposed timber sale, are to be closed for any period of time, why are they often being built as specified roads, a more costly proposition? Does it seem reasonable to you that roads which will be closed to all use after logging activities have ceased should cost anywhere between $60,000 to $100,000 per mile to construct?

Answer: We construct a road to provide for three things:

- A proper location to serve future needs
- Completion of a permanent transportation system
- Prevention of damage to resource.

These can best be controlled by using the specified road provisions of a sale contract.

Skyline Yarding

Question: Subsequent to the advent of skyline yarding systems, the timber industry invested in many skyline machines with a maximum capacity of yarding 1,000 feet. It is my understanding that the U.S. Forest Service is considering yarding distances as long as 2,500 feet in Region One. What is the Department's justification of designing such sales which go beyond the economically viable systems presently available and in use?

Answer: Generally, maximum yarding distances for skyline systems in Region One are 1,000 - 1,400 feet. There are a few Wyssen System operations which extend to 4,000 feet. The Wyssen System is not a high production system, but is economically feasible for the 4,000 foot distance.

The Clearwater and Nezperce National Forests are working with their local industry to include some timber sales in the 5-year plan which would require up to 2,500 foot yarding distances. It is contemplated that these sales will generally occur on the Idaho Bathalith and other areas where highly erodible soils exist. The yarding equipment to be used would be the American made "sidewinder" and a yarder being developed by Danebo Equipment of Eugene, Oregon.

Maximum yarding distances will continue to be 1,000 - 1,400 feet in most cases in Region One.

Deficit Sales

Question: Back in my home state, deficit sales being offered are growing. What is the situation in other areas of the West? To what factors do you attribute deficit sales? What modifications could be made to reduce or eliminate deficit sales? The Forest Service has been criticized with not injecting economics at the beginning of timber sale planning and thereby foreclosing possible modifications in order to avoid a deficit sale. Could you comment on this?

Answer: There are individual sales that are offered for sale "dificit" in all Regions in the West. However, the Rocky Mountain areas where the small poor quality timber and high road construction costs occur are causing the major problem.

Deficit sales occur when the difference between the estimated value of the products to be produced from the timber and the estimated cost of production is insufficient to permit a normal profit opportunity for the purchaser.

There are many reasons why sales may be deficit. Timber quantity and quality are important. Some stands simply have insufficient value to cover production costs. In other cases, the total stand value may be sufficient but constraints imposed to protect wildlife, watershed or other resource values reduce the available value to the point where that sale becomes deficit. Similarly, increased costs of logging required to protect other resource values may make a sale deficit, for example, slash disposal requirements designed to protect streamcourse from erosion.

The fact that we must rely almost entirely on timber purchaser construction to develop access roads contribute to the deficit problem since it forces us to try to amortize long-term investments as though they were currently operating costs.

The deficit sale problem has been aggravated in the last several years by the seriously depressed market for lumber and plywood. Product selling values have been stable or have declined while operating costs have risen rapidly. For example, the average cost of moving logs from the stump to the truck in the Intermountain Region rose 45 percent in the last 4 years. The average cost of manufacturing logs into finished products increased 76 percent.

Because of the long-term upward trends in lumber and plywood prices, most deficit sales do sell, often at bid prices substantially above our minimum asking price and when finally operated, do provide a profit opportunity for the purchaser. Nevertheless, the Forest Service is concerned about the problem of deficit sales and is making an effort to ensure that the problem is minimized to the extent feasible in the planning and design of individual sales.

Firewood Policy

Question: I understand that the Forest Service is conducting an internal review on its firewood policy. The present policy seems to vary within National Forests and has caused considerable problems for people living in the area. When do you anticipate the completion of this review? Will this review be considering the possibility of using the firewood cutting system to compliment timber management activities, such as precommercial thinning? Do you anticipate one single policy out of Washington or is there a possibility that there will be Regional policies?

Answer: An assessment of the fuelwood situation is in final draft stage. It will be reviewed critically in the next few weeks and indicated policy changes will be made. We anticipate National policy changes will provide broad guidance allowing for implementation at the forest level to meet local circumstances and conditions. At the same time, we want to eliminate unnecessary local variation that often confuses the public.

Where possible, the fuelwood program is managed to benefit the total forest resource. Based on 1979 data, Regions indicated the direct on-the-ground benefit of fuelwood gathering had a value of almost $6,000,000 in the areas of slash disposal, timber stand improvement, visual management, and wildlife habitat improvement.

As noted, we anticipate maintaining broad national policy with Regional latitude to meet local supply/demand situations.

Wood Energy

Question: Through the Forest Service's State and Private Forestry program, forest product utilization activities have increased the Department's knowledge in the wood energy area. Could you please expand upon your activities in this program? Additional funds for energy work come from the Department of Energy. Would you please comment on the changes of funding anticipated due to proposed 1981 and 1982 budget cuts? Do you see a problem with the distribution of these funds by the Department of Energy? How involved is the Forest Service with the Department of Energy's work in this area? Do you see a duplication of efforts?

Answer: Forest products utilization (FPU) technical assistance involves harvesting, processing, marketing and use of wood and products. The timber supply is extended through more complete use of the forest resource and more efficient harvesting and processing of wood products. State and Private Forestry provides specialized technical support, training and guidance in program development and evaluation.

Energy technical assistance is provided in the use of wood as a fuel source and in the conservation of energy in the production of forest products. The energy activities include: economic analysis for potential wood processors to produce energy from residue; feasibility studies for installing or converting to wood powered heating plants; assistance in loading; planning and operating energy wood production and distribution facilities; and conducting marketing studies on wood source and availability.

In fiscal year 1980 DOE and USDA Forest Service, negotiated a $4,800,000 Biomass Energy Program and signed a Memorandum of Understanding (MOU). The procedure of funding became a problem and the Forest Service did not receive any funding for fiscal year 1980. In fiscal year 1981 another MOU for $2,100,000 was signed, but the new administration imposed budget cuts on DOE resulting in a $700,000 recision from the Forest Service program to $1,400,000. This program has been much reduced in size and scope. A viable fiscal year 1982 program and funding based on these cuts is highly unlikely.

Yes. There may be a problem with fund distribution. For many years, the Forest Service has had a delegated responsibility for National leadership in the management and wise use of forest resources. To meet these responsibilities an extensive cooperative system has been developed to provide technical assistance to landowners, managers, and users of timber. The prime mechanism for technical assistance delivery is housed in State and Private Forestry and the work is done through State Forestry agencies. Timely funding and cooperation are very important in the success of these programs. This has not been the experience with DOE in the past.

Some duplication does exist. The DOE Biomass Energy Systems Division has in part developed its organization and forest activities along the same lines as the USDA Forest Service.

Land Withdrawals

Question: Land withdrawals are, as you know, having a devastating affect on our resource availability. While I am concerned with this, I find an even greater concern with the Forest Service's designation of land as "Available, Capable and Suitable." My understanding is that the Forest Service regulations set up a formula for this designation. You begin with the amount of land available, which excludes wilderness withdrawals. From here, the available lands are run through a economic test and what lands pass the test, are categorized as available, capable, and suitable. This may be a brief description of the process, but I would appreciate your comments on it. Do you see the potential loss of available land through this economic test? How much input on your economic testing model do you receive from other resource managers outside the Forest Service? Is this model already set? Is it currently being used in the development of all National Forest Land Management Plans? Have there been recommendations for changes which might improve this economic test?

Answer: "The formula" you described is in the National Forest Land Management (NFMA) regulations and is used for evaluating lands for timber production. First, a determination of the land's physical and biological capability to produce timber crops is made. Second, the portion of these capable lands that are included in Wilderness or other administrative categories which preclude timber production are withdrawn as unavailable. Third, of the remaining capable and available lands, those lands which the Forest Service cannot now assure will be restocked within 5 years of final harvest or which needs special technology that is not currently available in order, are removed. The resulting land base from these three steps are then tested for economic efficiency in meeting the total list of resource objectives for the individual forest plan.

There will be no "loss" of available land through the economic test. Some land may not be needed during this round of planning based on the objectives and constraints on the plan, but this land will be retested at each plan revision. We received a great deal of input from the general public, other resource managers, and academicians on the model presented in the NFMA regulations. A computers model, FORPLAN, was developed to bring the direction in the regulations into mathematical format. FORPLAN is a linear programming model which combines the allocation of land, and capital with the scheduling of resources outputs overtime. In its most common usage, the allocation and scheduling is based on economic efficiency criteria, subject to multiple use outputs and objectives.

The model is in use on most national forests now engaged in land management planning.

There has been a few recommendations, however, we feel that these are premature since we only have a few forests beginning to obtain results from use of economic test model. Those recommendations that we have received are generally not concerned with the mode itself but rather with inputs to the model.

QUESTIONS SUBMITTED BY SENATOR HATFIELD

Intensified Forestry Research

Question: How do you propose to finance the Intensified Forestry Research (FIR) program in Southwest Oregon in fiscal year 1982?

Answer: There is $750 thousand included in the revised budget for the FIR project. This level of funding will maintain fundamental research at Oregon State University at the 1981 level. The revised budget reduced the orginial FIR budget request by $330 thousand. Thus, the Forest Service portion of the project will be continued at a slower rate. This research program will be increased as additional funds become available which is consistent with the RPA Program goals.

Question: What progress and contributions to reforestation has FIR made during the past two years?

Answer: The adaptive phase of FIR is now in its second year. Scientists from Oregon State University have initiated 11 researh projects, held 17 workshops on reforestation problems for over 800 foresters and landowners of southwest Oregon, and conducted five tours for about 325 people to demonstrate new reforestation techniques. Scientists have published eight technical reports and produced a quarterly newsletter which now reaches about 900 practioners.

The fundamental phase of FIR is now completing its first year. Scientists from Oregon State University and the Forest Service have initiated 35 long-term research studies on problems of reforestation, site classification, young stand management, tree improvement and growth. First year results have domonstrated that improved selection of nursery stock can result in more successful reforestation on thousands of acres of hard-to-reforest sites. Bureau of Land Management managers have already begun to implement these findings, allowing harvest of 14 million board feet of timber per year in areas previously withdrawn from harvest because of reforestation failure. This harvest annually provides $4 million in revenue, $2 million of which goes to counties.

Question: What contributions are made to the program (FIR) by the Bureau of Land Management (BLM), county and private landowners? What proportion of the lands affected are Forest Service? What proportion are BLM?

Answer: Contributions to the FIR Program by the Bureau of Land Management, county and private cooperators is shown below:

	Fiscal Year		
Source of Contribution	1979	1980	1981
Forest Service	$198,000	$ 243,000	$1,332,000
BLM Plowback Funds	168,000	1,472,000	303,000
O & C Counties	100,000		
Private Industry	25,000	25,000	30,000
Miscellaneous Cooperators	5,000	11,000	11,000
	$496,000	$1,751,000	$1,676,000

We are currently developing a tally of the hard-to-generate lands in southwest Oregon by ownership, and will provide this data to the Committee as soon as it is available.

Road Maintenance

Question: Your road maintenance budget for fiscal year 1982 indicates a $5.5 million reduction in the pending request, but nearly a $22 million reduction in the 1982 RPA projection. How will these reductions affect the long-term quality and utility of National Forest system roads? How will it affect the impact of these roads on the environment, especailly water quality?

Answer: The long-term effect of reduced maintenance will result in higher user cost, higher reconstruction costs, rapid deterioration of the facility and, in some cases, road closures. Lack of maintenance will also result in an increased impact on water quality, air quality and user safety.

Question: The standard to which roads are built is a major factor influencing their cost. Describe Forest Service efforts to reduce road costs while maintaining their utility and environmental acceptability.

Answer: Review of national road policies and standards to provide more flexible guidelines but still protect the resource base and resource values.

National review of current processes leading to decisions on the kind of roads required to assure alternatives are being considered, tradeoffs are identified, and cost effective alternatives are being selected.

Managing road use to reduce peak traffic volumes thus minimizes the number of higher standard roads needed.

Research Support of Road Construction

Question: The amended fiscal year 1982 budget includes $565 million for road construction. What research effort supports this large program to improve the quality and reduce the cost of these roads?

Answer: Research studies to improve road building techniques are conducted with the National Forest System and cooperating scientists in universities. Two major multi-year research studies that deal directly with this question are underway--one on the Nezperce National Forest and one on the Boise National Forest. These detailed studies will evaluate the effects of several different road design standards, design features, and construction practices on sediment production. They are designed to determine the short and long-term economic and esthetic differences among proposed road building techniques. Related work is underway on several other calibrated watersheds. Programs have also been developed for central and desk top computers that greatly reduce road design time costs.

In addition, the Forest Service has a development program that includes: improved road surfacing design procedures; inventories on road surfacing; electronic field data collection and automatic survey instruments that allow two people to do the job that previously required four to five people.

Funding Reduction for Fire Protection

Question: The amended fiscal year 1982 budget for fire protection is $4.79 million less than the original estimate and $13.58 million less than the RPA program for fiscal year 1982. What will these reductions mean for protecting our National Forests from fire?

Answer: The relationships among Forest Fire Protection (FFP), Fighting Forest Fires (FFF) and Net Value Change (NVC) are determined through use of the Fire Management Analysis System. The estimates are based on an "expected fire year" where the expected fire year is the array of fires by size and intensity and their individual probability of occurrence based on 10 years of fire history. The expected FFF costs and NVC (net damages) are calculated for the expected fire year and not for any given year. The relationship among the alternative budget levels and their consequences is as follows:

	FFP Budget	FFF	NVC	Total
		(Million	Dollars)	
RPA estimate	192.0	NA	NA	NA
Most efficient	185.3	69.6	34.9	289.8
Original fiscal year 1982 estimate	183.2	71.6	36.3	291.1
Current proposal, fiscal year 1982	178.4	75.6	39.3	293.3

The RPA estimate was based on the 1972 Fire Plan, however, improved estimates are available from the Fire Management Analysis System. The current proposal reduces the original budget estimate by $4.8 million, but increased the expected FFF by $4 million and NVC by $3 million. The budget levels, which are less than the most efficient, reflect the intent to contribute to the overall government budget reduction and to accept the risk of increases in FFF.

Question: How many contracts for air tankers does the Forest Service anticipate for fiscal year 1982? What would be the optimum number for fire suppression?

Answer: Contracts for the 44 airtankers for fiscal year 1981 will be awarded for fiscal year 1982. The 44 airtankers provide an approximation of the optimum airtanker component in a balanced fire suppression capability tailored to the fiscal year 1981 budget, and are adequate for the worst expected conditions as presently based and scheduled.

Question: Does the Forest Service intend to request a re-programming of funds in 1981 for contracting of air tankers?

Answer: Yes. We have requested a reprogramming in fiscal year 1981. It is now pending in the Office of Management and Budget.

Comparison of RPA & Budget Levels for Timber Sales Administration and Management

Question: Please provide information which will allow comparison between 1982 RPA levels for Timber Sales Administration and Management and the amended 1982 budget estimate.

Answer: The following table displays the comparison between the 1982 RPA levels and the amended 1982 budget estimate.

	Fiscal Year 1982 RPA Levels			
Title	Low Bound	Mid Level 2/	High Bound 3/	FY 1982 Amended Level
Sales Offering (BBF)	11.0	11.9	11.9	11.9
Sales Administration (BBF)	11.7	11.7	11.7	11.7
FUNDING				
Sale Administration 1/ and Management	188.6	210.4	225.4	208.6

1/ All levels in fiscal year 1982 dollars. The Tongass Timber Supply Fund includes $10,688,000 for Timber Sale Administration and Management.
2/ The Mid-level program allows for maintaining a 11.9 bbf program in future years.
3/ The High Bound RPA level is the recommended RPA program which has an increasing program in future years reaching 12.5 bbf in fiscal year 1985 and 12.9 bbf in fiscal year 1990.

Cost of Selling 300 MMBF prepared in FY 81

Question: In fiscal year 1981, $29 million was added to the Forest Service budget to support the preparation of an additional 300 million board feet of timber for the fiscal year 1982 sales program. How much will it cost to actually sell this timber next year?

Answer: The following table shows the cost breakdown for the 300 million board feet:

	Fiscal Year 1981	Fiscal Year 1982
	(million dollars)	
Sales:		
Preparation	6.0	
Offer		1.6
Support Services	4.5	
Timber Road Construction	19.2	3.0
Timber Purchaser Roads		16.5
Total	$29.7	$21.1

Reforestation and Stand Improvement

Question: Your budget for Reforestation and Stand Improvement indicates that roughly 13 percent of the seedlings used by the Forest Service came from private nurseries in fiscal year 1980. You estimate that only 7 percent of the 186 million seedlings used by the Forest Service in fiscal year 1982 will come from private nurseries. Why is the proportion of nursery stock from private nurseries so much lower in fiscal year 1982? What are Forest Service plans for future use of private nurseries as a source of seedlings?

Answer: In fiscal year 1980, approximately 17 million seedlings were obtained from other agencies, including State nurseries, 6 million obtained under service contract and 1 million from commercial sources. As nursery expansion is completed, the Forest Service will obtain more seedlings from its own nurseries. Forest Service policy regarding purchase of seedlings from private nurseries is that "trees may be purchased from private nurseries or produced by private nurseries under contract where they can supply trees of satisfactory quality and acceptable cost to meet Forest Service planting needs" (Forest Service Manual 2473.03). The amount purchased from private sources will vary by year depending upon our capability to meet our own needs. We will always purchase some seedlings because of limited capacity such as in the Southern Region or Northwestern Region.

Question: What are the Forest Service plans to expand the Wind River Nursery in Washington State?

Answer: The seedbed capacity at Wind River Nursery is 18 million annually under proper management regimes. The facilities can handle about 30 million seedlings efficiently. We plan to expand the seedbed capacity, on adjacent Forest Service land, to 27 million seedlings. This expansion is estimated at $1,040,000.

Question: To what extent has the Forest Service examined the possibility of utilizing stock from private nurseries rather than expanding their own?

Answer: The Forest Service requires seedlings that meet minimum specifications to help assure survival and initital growth. This limits nursery capacity and the number of seedlings that can be grown per square foot of actual bedspace. In addition, we have need for seedlings grown from seed from many different seed zones and have to vary quantity by seed zones from year-to-year. Many private nurseries either cannot meet these requirements or meet them with great difficulty. Another limiting factor in utilizing private nurseries is that the Forest Service cannot make long-term commitments, which producing seedlings require, because there is no guarantee that funds will be appropriated. When contracting is used, generally, bids are solicited from all potential bidders and the contract is awarded to the lowest bidder.

Question: What is the cost difference in relying upon private rather than federal nurseries?

Answer: Contract prices last year were about the same as the cost to produce seedlings at our nurseries. Here is a comparison from the Northwest Region:

	1st Contract	2nd Contract	Wind River Nursery	Bend Nursery
		M Seedlings		
2-0 Pine Undelivered	$75.00 1/	$84.00	$72.00	$85.00

1/ Without seed cost.

Question: What institutional barriers within the Forest Service would need to be overcome to enter into longer term contracts with private nurseries to assure a continued supply of seedlings?

Answer: The Forest Service is prohibited by the Federal Procurement Regulations from entering into multi-year contracts except when using Forest Road and Trail funds. The Forest Service has responded favorably to proposed legislation for multi-year contracts.

Question: Several years ago, the Congress made a special appropriation to eliminate the reforestation backlog on national forest lands. What is the status of your efforts to reforest those lands requiring special treatment? Do you expect the Forest Service to meet the 1985 deadline to remove the backlog?

Answer: Since 1975, the backlog has decreased from 3,145 thousand acres to 575 thousand acres or by 2,570 thousand acres. Of this reduction, 1,532 thousand acres have been reforested (647 thousand acres occurred naturally) and the other 1,038 thousand acre reduction has resulted from land reclassification, field examination and market changes. The areas where markets have developed for the previously unmarketable wood occupying the site have been removed from the backlog. The Forest Service plans to reforest 372 thousnad acres of the backlog by the end of fiscal year 1985. These are the acres estimated to be economically beneficial to reforest by October, 1985. About 203 thousand acres cannot be programmed for reforestation until after 1985 because of lack of access, incomplete land management planning (RARE II further planning areas are one illustration), constraints on herbicide use, economic, or other factors.

Question: Your budget document indicates that the Forest Service used 190 million seedlings to reforest 434 thousand acres in fiscal year 1980. In fiscal year 1981, 195 million seedlings were used to reforest 440 thousand acres. But in fiscal year 1982, you expect to use only 186 million seedlings to reforest 465 thousand acres. Please explain how you can reforest about 7 percent more acres in fiscal year 1982 than fiscal year 1981, yet use 5 percent less nursery stock.

Answer: The acres of reforestation shown in our budget and accomplishment reports include acres of planting, seeding and acres of site prepared for natural regeneration. Only a portion of the reported acres are actually planted. For example, in fiscal year 1980, about 320 thousand acres of the of the 434 thousand were planted; 325,000 thousand acres plowed for planting in fiscal year 1981 and about 310,000 thousand acres planned for fiscal year 1982. The remaining acres will be reforested by seeding or by natural regeneration following site preparation.

Question: Your budget indicates that the RPA projection for stand improvement in fiscal year 1982 is 412 thousand acres. Yet you intend to conduct stand improvement on only 324 thousand acres. How will this delay in improvement of these stands affect their productivity and future revenues when they are ready for harvest?

Answer: Investments in timber stand improvement work will result in faster growth of residual trees, shorter rotations, higher quality trees and decreased losses to insects and diseases. If TSI treatments are delayed or postponed, we are postponing the yearly increase in growth and quality that these stands of trees should be gaining. While timing of these treatments is not critical in the short term, repeated delays over time will reduce our ability to sustain the projected increases in productivity needed to meet future demands. Since the delay in treatments will reduce both quantity and quality growth in these stands, we will be seriously affecting the future values of the untreated stands.

Current budget contraints has brought about a reduction in TSI appropriated acres. TSI has shared in the constraints with many other activities. We will continue to set priorities for TSI treatments based upon the most productive sites and the highest cost benefit rates.

Helistat Program

Question: What is the budget for the Heli-Stat program for fiscal year 1982? Describe the steps you have taken to:

(a) insure that the project remains on schedule
(b) insure that the optimum amount of accurate data for the project will be forthcoming

(c) develop the technologies to support the trail, such as concentration yards, special arrangements for sale of the timber yarded, and methods to develop optimum loads at the harvest site.

(d) obtain technical review of the project from experts outside the Forest Service.

Answer: The budget for the Heli-Stat Program for fiscal year 1982 is $4.6 million. These funds will be used to fund two field tests in Washington State. We anticiapte the sale of logs yarded by the Heli-Stat in 1982 will return $8.6 million to the Treasury.

(a) The contract for the fabrication phase is being managed by the U.S. Navy, acting as our agent. The Navy conducts bi-monthly formal reviews with the contractor and routine informal reviews. The contractor was recently asked to provide detailed schedule data showing progress toward completion of every sub-system necessary to complete the Heli-Stat. This information has been provided and according to Piasecki Corporation's schedule, they are on schedule.

(b) A test plan has been developed which identifies the overall data to be collected, analyzed and reported on for each of the six test sites. Detailed plans are currently being written of each test site by personnel at the Pacific Northwest Forest and Range Experiment Station working with personnel in our Portland Regional Office.

(c) The test plan identifies the technologies necessary for success of the test phase and efforts are currently underway to complete these studies. The major ones include:

- Tree and log weight study.
- Methodology for optimizing log loading for the Heli-Stat.
- Materials handling simulation for log landings.
- Operational concepts for Alaska.
- Simulation study of log concentration yard operation.
- Ground handling system.
- Mooring system.
- Log hooking system.

(d) The fabrication phase is regularily reviewed by personnel from the Naval Air Development Center, Naval Air Systems Command, Naval Air Propulsion Center, NASA and the Forest Service. The fabrication phase will be reviewed similarily.

Mount St. Helens Road Supplemental

Question: What effect has the amendment of the fiscal year 1982 budget had on the development of the road system for Mount St. Helens? If road construction has been curtailed how will the timber salvage program be affected? Will there by any losses in salvage revenues as a result of greater timber deterioration?

Answer: The fiscal year 1982 budget amendment resulted in reducing the road program funding by $29 million. Funding for Mount St. Helens roads was not included as a part of the regular fiscal year 1982 budget; therefore, the budget amendment did not affect development of the Mount St. Helens road system.

Delays in harvesting the salvage timber results in losses of revenues due to deterioration and lower timber values.

Increased Road Construction/Reconstruction

Question: The budget depicts a timber sale program holding steady at 11.9 billion board feet. Yet, road construction and reconstruction has steadily increased from 10,484 miles in fiscal year 1980 to 12,040 miles in fiscal year 1981 to 12,548 miles projected for fiscal year 1982. Why is it increasing? What proportion of these roads are high-standard, main line and secondary arterials and what proportion are small, service spurs?

Answer: The increase is attributed to the need to access unroaded areas and to allow for increasing the available land base for management.

Some environmental consideration, as well as management practices, are reducing the available volume per acre, thus, more miles are required for similar timber outputs. The proportionate miles which are higher standard main line roads are 7-10 percent of total miles constructed are reconstructed each year.

1981 Road Supplemental

Question: The Forest Service has pending a supplemental budget request for $62.5 million to offset a shortfall in the "10% fund." What is the reason for this shortfall? What alternatives do you envision that will prevent such road financing problems?

Answer: The reason for the shortfall was due to overestimate of receipts. The slump in the timber market was not foreseen at the time of budget preparation. Therefore, the 10 percent budgeted road and trail funds fell short by $62.5 million when actual receipts were known.

To avoid a future reoccurrence of this incident, we believe there are two alternatives that would remedy the situation.

Alternative 1. Appropriate the $78,700,000 (10% fund), for 1982 as a part of the regular appropriation for road and trail construction rather than pull from receipts; then, 1981 actual receipts would be used to budget for 1983, actual receipts for 1982 would be used to budget for 1984, etc. This would create a one year lag but the 10 percent figures would be known data.

Alternative 2. Eliminate the 10 percent permanent appropriation fund. This would result in no assessment of receipts and total budget needs would have to be a part of the regular appropriation.

Land Acquisition Moratorium

Question: The Department of the Interior has placed a moratorium on Federal conservation land acquisition for fiscal year 1981 and a $290 million reduction in the request for Land and Water Conservation Fund. How will these actions affect your proposed purchase of the Dilworth property for the Cascade Head Scenic Research Area in Oregon? What are your plans if Land and Water Conservation Funds are not forthcoming?

Answer: The moratorium has recently been removed by the Department of the Interior. The Forest Service has submitted the reprograming request to the Department of the Interior. The Department of the Interior is presently preparing its recommendation on the reprograming proposal. If the reprograming proposal is approved, we will be able to proceed with this purchase. If not, the case will probably have to be dropped. At this time we do not believe there are any other viable methods of acquiring the property.

Harvest Levels Related to Dollars Reductions

Question: The budget amendment is $1.7 million less than the original estimated for timber sale preparation and harvest administration. Yet the harvest level is unchanged. Provide examples of the "efficiencies" which will allow this to occur. Why haven't these "efficiencies" been implemented in previous years?

Answer: The reduced costs for sales administration will be made up primarily in processing of fuelwood permits, frequency of sale inspections and reduced travel. The Forest Service is currently completing the free fuelwood study. This Service-wide study was initiated primarily to determine methods and procedures to streamline this ever increasingly popular program. We anticipate that the new procedure will enable national forests greater flexibility in providing free fuelwood to prospective users at considerable savings in the cost of administration. This will not have any effect upon the amount of volume harvested from timber sales or offered under the free-use system.

The frequency of sale inspections and associated travel costs are generally adjusted when budget costs are reduced.

QUESTIONS SUBMITTED BY SENATOR LEAHY

RPA Level of Research

Question: The RPA shows faster growth for Research during the period 1980-85 than other program areas of the Forest Service. How did you determine that Research should have relatively more importance? How do actual funding recommendations compare to the RPA level?

Answer: During the formulation of the 1980-85 RPA program for research, it was recognized that new or improved technology had much to offer for increased production of goods and services from the Nation's forest lands. It was further recognized that at the then current funding levels progress would be much delayed. Consequently, the 1980-85 RPA program for research emphasized faster growth of research as a highly effective means for increasing productivity from the national forests and other publicly owned forest lands. Special emphasis in this research program included needs of the non-industrial, private forest landowners.

The Carter budget proposed to fund research at $143.2 million, 84 percent of the RPA target. The revised budget recommends funding at $135.8 million, 80 percent of the RPA target.

Research Contributions to Forestry Productivity

Question: During my work on the Senate Agriculture Committee, I have been impressed by the contribution science has made to agricultural production over the past 50 years. Can one draw the same parallels between forestry science and productivity? Please feel free to elaborate and provide details.

Answer: It has been estimated that science has been responsible for one-third of the increase in agricultural productivity over the past 50 years. Information for forestry science, although less precise, suggests similar gains from forestry research. Examples of the opportunity to increase productivity through research in the forestry sector are shown in Figures A and B. Figure A shows the gain that can be expected in loblolly pine growth as we move from unmanaged stands to intensive cultural practices developed through research. Figure B shows the increased efficiency in the utilization of roundwood today as compared to 25 years ago. A large part of this increased efficiency can be attributed to research technology.

Question: There is renewed interest in expanding into more basic research areas in agriculture to increase future productivity. Are there similar opportunities and plans for increasing forest productivity through basic research?

Answer: Yes there are, and the needs in forestry are as compelling as those in agriculture.

For example, one of the most important needs in forestry is to develop adhesives that will reduce our dependence on petrochecmical substitutes. Basic research is required in polymer chemistry to find alternative adhesives, including those made from lignin and other chemicals derived from wood. Similarly, significant gains can be made from an improved understanding of the behaviorial chemical that affect insect pests. And we could cite still other examples in genetics, forest ecology and the social sciences.

A major concern in agriculture and forestry sciences is that the pool of basic information that has permitted substantial gains in productivity is being exhausted. We attach high priority to an acceleration of the more basic aspects of forestry research in the 1980-85 RPA.

Adequate Insect and Disease Funding for Suppression Projects

Question: Will the budget request of $5.2 million for insect and disease suppression provide adequate financial assistance to states for cooperative suppression projects on such problems as gypsy moth and spruce budworm in northeastern states? Can adequate gypsy moth integrated pest management demonstration projects be established within the funding levels requested by the Forest Service?

Answer: No. Based on biological data available at this time, about $1.0 and $1.2 million were estimated as needed in fiscal year 1982 for gypsy moth and spruce budworm cooperative suppression projects, respectively. Based on 1980 experience and updated 1981 information, however, it appears that about $5.0 million will be needed for these two purposes alone in 1982. Total insect suppression and demonstration funding needs for fiscal year 1982 are now estimated to be $14.56 million. Gypsy moth integrated pest management techniques were not fully developed when the fiscal year 1982 budget was originally prepared. Although not yet completely developed, a number of tactics could be employed in a large demonstration project in Maryland starting in 1983. This will require about $3.4 million in Federal funds over a 5-year period starting with

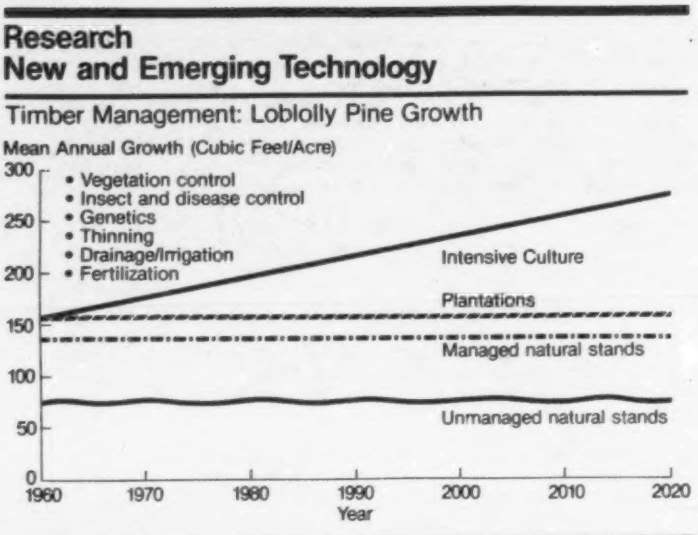


Figure A. This figure illustrates that through research and improved timber cultural practices, opportunities to increase average annual growth of loblolly pine are great.

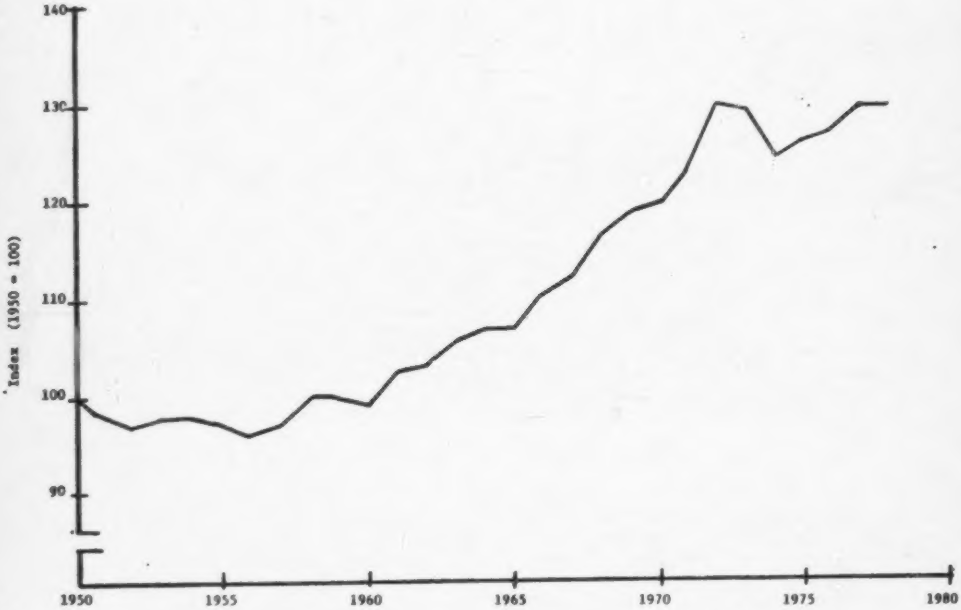


Figure B. Output of timber products per unit of roundwood input, 1950 - 1978. This figure illustrates that through research, capital investment and other improved utilization practices we are 30-percent more efficent in the utilization of our roundwood today as compared to 25 years ago.

$675,000 in fiscal year 1983. Preliminary work that has to be started in fiscal year 1981 and fiscal year 1982 can be done within existing funding levels.

Effect of Funding Decrease on State Fire Protection Programs

Question: The request for Rural Fire Protection and Control is $14.9 million, which is $5 million less than the 1981 level, and $16 million below the 1979 level. What effects will this funding decrease have on State Fire Protection programs? Will this have more of an impact on Eastern states where more of the forest lands are privately owned? What effect will this have on the areas of state or privately owned forest land that is burned? Will this pose a danger to neighboring federal lands?

Answer: Impacts will be felt by states with smaller fire programs because their percentage of federal-to-state expenditures is larger. For example, the ratio of federal fire funds to state fire funds in North Carolina is 1:12 compared to 1:1 for New Mexico. The adverse impacts of this reduction will be felt nationwide. It is anticipated that the short-term effect will be more large fires with more acres burned. The long-term impact will be the same as the short-term except we also expect more fires in the long term. This is because the states will reduce their fire prevention efforts in order to maintain minimal fire attack capabilities.

Federal lands adjoining state and private lands will be endangered. States will be unable, and some unwilling, to pursue cost effective tradeoff payments to the Forest Service and other federal agencies for protection of state and privately owned lands. Most states consider this reduction in cooperative funding to be a situation in which the Federal Government is backing off on its support of cooperative agreements that have been developed over 50 years or more.

Timber Supply from Non-industrial Landowners

Question: I am interested in the Forest Service's view on the role and impact on non-industrial landowners on the nation's timber supply. If their role is significant, is funding for forest management adequate to help this group meet its full potential?

Answer: Fifty-eight percent of U.S. forest land is in non-industrial private ownerships, primarily in the East. Of the 284 million acres of non-industrial private forest land, 124 million acres contain economic opportunities for intensified management. Because of increasing demand for timber, but limited supplies from public and industry lands, significant shifts from non-industrial private lands is expected to increase from 29 percent of the total in 1976 to 41 percent in 2030. These owners are not making the investments necessary to produce the needed timber supplies for the future. Among their problems is lack of cash flow and technical assistance. The federal funds appropriated in fiscal year 1981 for the cooperative forestry assistance programs and those budgeted for fiscal year 1982 are significantly less than the funding levels in the RPA Recommended Program.

Utilization of Eastern Hardwoods

Question: What progress is being made on the expanded effort in management and improved utilization of eastern hardwoods?

Answer: An eastern hardwood initiative was implemented in fiscal year 1981 involving Forest Service Research, the National Forest System and State and Private Forestry. The State and Private Foresty appropriation for this expanded effort was $875,000. The primary emphasis in the private sector was to improve utilization and marketing of low-grade hardwoods. The fiscal year 1982 budget for State and Private Forestry contains $1.2 million to continue this effort. A related pilot project in New England States involves the use of Federal cost share funds to improve the quality of hardwood stands by thinning out low-quality stems and selling them for fuelwood.

Block Funding

Question: I am concerned that the Forest Service does not have the flexibility to utilize the different potentials of the Eastern and Western forests. The Cooperative Forest Management Act of 1978 (which I sponsored) gives the states the options to request block funding for their specific activities, provided that the state has a state plan approved by the Forest Service.

Answer: The Cooperative Forestry Assistance Act authorized consolidated payments to states on the basis of forest resource programs to be developed by the state. These forest resource programs upon which the consolidated payments are being provided are relatively brief descriptions of proposed activity levels and associated needs for federal funds. Not to be confused with these programs are state forest resource plans. The latter are much more detailed, comprehensive, analytical documents that guide the future use and management of a State's forestry data into other planning systems such as RPA.

Question: How many States have approved state plans and have requested block funding?

Answer: Thirteen states have approved forest resource programs with associated consolidated payments.

Question: How do these plans differ from the breakdown of the Federal budget?

Answer: The forest resource programs are presented in the same program format as the corresponding portion of the federal budget. Proposed targets are in the same categories as those used by the Forest Service in managing program planning and accountability.

Question: Why are so few states requesting block funding?

Answer: Application for consolidated payments depends to a large extent on the peculiarities of the respective states' own budget systems. Many states have no problems with meeting federal matching requirements on an individual program basis. Still other states are apparently awaiting completion of their state forest resource plans to better evaluate program needs and minimize duplication of effort in preparing planning documents; a state forest resources plan contains the information needed in a forest resource program for consolidated payments.

Progress of State Forest Resource Plans

Question: What has been the progress of the states in developing their forestry plans to achieve funding certification?

Answer: In 1979, six states requested consolidated payments for fiscal year 1980, and seven states made similar requests for fiscal year 1981. Consequently, 13 states now receive consolidated payments. Additional requests are expected. The requesting states have had relatively little difficulty in producing forest resource programs that suited the consolidated payments requirements jointly agreed to by the Forest Service and Committee of State Foresters.

Question: If the states have been unable to develop forestry plans, can we be sure that the Forest Service has adequate and accurate information to develop its RPA plan?

Answer: The states are making good progress towards reaching the 1983 goal for completion of state forest resources plans. Forty-seven states are currently developing plans. The other three may choose to participate next year; they are not states with large forest resources. There may be some problems with the 1983 completion schedule and the Forest Service need for state input into RPA. However, it must be realized that during the 18 months to three years necessary for completion of the planning process, the states are constantly compiling resource information. While state plans may not be completed, the essential information needed by the Forest Service will probably be available in most states.

Availability of Fuelwood

Question: People in my state of Vermont and across the country are increasingly turning to wood to heat their homes. What policies will you be pursuing to ensure sufficient and reliable supplies of fuelwood for home heating, especially in the Northeast where this fuelwood must come from smaller private woodlots?

Answer: Vermont has been very dynamic in promoting wood for energy. The State legislature appropriated money for a State Energy Office to coordinate wood energy programs with Department of Energy, Forest Service and other agencies. They have converted several facilities to burn wood for co-generation of electricity and heat. The Forest Service will continue to enforce and implement the policies of Public Law 95-313. This law emphasizes the multiple-use management of the nation's forest products with wood energy as only one of these products.

Under the Agriculture Conservation Program (ACP) the Forest Service and Agricultural Stabilization and Conservation Service co-sponser the pilot New England fuelwood project, which includes six New England States. The primary purpose of the program is to provide a supply of fuelwood to residents of New England at a low cost through proper management practices, and preserve the stand for other traditional uses. The Forestry Incentives Program helps supplement the ACP by providing cost-share incentives to non-industrial landowners for the management of their forest lands by mechancial thinning of standing dead, cull and less desired species. This forest material is utilized for residential fuelwood. The program has now been expanded to ten (10) additional states.

At the present, State and Private Forestry have tentative plans for five or six woodlot management training sessions, directed at educating landowners, state foresters, vendors, consultants, etc.

World Forestry Programs

Question: The Forest Service has recently entered into two large, cooperative, international programs for International Development and Peace Corps. Do you plan to continue support of these expanded programs of the Forest Service and Department of Agriculture in these important world forestry programs?

Answer: Yes, the Forest Service plans to continue support of those expanded programs in world forestry. The Forest Service contribution to these programs amounts to about $250,000 per year over the next four years.

Import-Export of American Timber Products

Question: With its vast forestry resources, America is in the ironic situation of being a net importer of timber products. What are the reasons for this and what should the Federal Government do to substantially increase American forestry exports?

Answer: Trends in timber products between the major timber producing and consuming countries are primarily the result of demand-supply-price forces operating in the world economy. For a number of years, the United States has been faced with with a growing economic scarcity of timber, particularly softwood timber. As a consequence, other countries, particularly Canada, have been able to sell at lower prices than the United States in world markets and to complete favorably with domestic producers in the United States markets.

Projections of world timber demands indicate a continuing expansion of markets for forest products. The United States has the resource base to supply domestic needs and at the same time export large volumes of timber products to Western Europe, Japan and other wood deficit regions of the world. Achieving this will require major investments in intensive management and utilization programs.

Timber Departures

Question: The accelerated harvest of the overmature Western forests would lead to a departure of the U.S. Forest Service's policy of even-flow, nondeclining yields, from these lands. With such a departure, what will be the impact upon these communities with a high dependence upon a long-term continuing supply of timber from the National Forests for their economic viability?

Answer: Departure opportunities are to be identified and analyzed on a forest-by-forest basis in the course of the Land and Resource Management planning effort currently underway. Any departures will help dampen the rapidly rising cost of stumpage and allow for the buildup of private timber inventories; particularly, in the Pacific Northwest. Following this period, the impact of the decline in national forest harvest levels can be expected to be moderated by increased harvesting in the private sector. However, the specific impacts of departures on communities will be analyzed as forest plans are developed and taken into consideration, along with other factors, in deciding whether to depart and, if so, the magnitude and duration.

During last year's hearing we discussed the importance of both Eastern and Western forests in meeting the growing demands for forest products. As I remember, Senator Leahy was particularly interested in the potential of Eastern forests in helping to meet these demands.

Senator Leahy has requested that I ask you today about the progress the Forest Service has made in developing the potential of our Eastern forests, both privately and federally owned.

Better Utilization and Increased Productivity of Hardwoods

Question: What progress has the Forest Service made in identifying how to better utilize hardwoods and increase the productivity of these forests? What progress has the Forest Service made in strengthening its cooperation with private landowners and providing them with better management techniques?

Answer: The Forest Service has for years included hardwood in its research, cooperative forestry assistance, and national forest management programs in the East. In fiscal year 1981 the emphasis on Eastern hardwoods increased when Congress appropriated funds especially for this purpose. Research gains have been made in such areas as: utilization of low value hardwood; accelerating growth and improving quality of existing stands; use of wood for energy such as for production of alcohol; and improving harvesting methods. In cooperation with State forestry agencies, State and Private Forestry has increased technical assistance to non-industrial private landowners for management of Eastern hardwoods. Emphasis has been in improving the quality of hardwood stands through thinning and use of low-quality trees.

Question: What have been the preliminary results of the Forest Service's research on Eastern hardwoods? What plans do you have, if any, to implement these findings? What will be the focus of your research on Eastern hardwoods for fiscal year 1982?

Answer: Congress appropriated $3.8 million in fiscal year 1981 for the Eastern Hardwoods Program. These funds are being used to initiate research as follows:

- $1.5 million to support accelerated research in improving regeneration of faster growing high value species, speeding growth and improving quality of existing stands and determining stand growth rates and yeilds.
- $1.1 million to improve the processing and utilization of low value hardwoods, to develop estimates of biomass yield and to investigate use of wood for energy such as for production alcohol.
- $500,000 to improve knowledge of the location, composition, ownership and availability of the hardwood resource.
- $500,000 to develop methods and data for assessing the economics of hardwood stand management and harvesting.
- $200,000 to develop improved methods for harvesting.

Since this research program is essentially long-term and some studies are still in the process of being initiated, we have no preliminary results to report.

Findings from this research program, as well as existing knowledge on Eastern hardwoods, will be transferred through research publications, workshops, and symposia. State and Private Forestry in cooperation with State forestry agencies will continue to play a major role by providing technical assistance for improved utilization and management of Eastern hardwoods. A pilot test is currently in progress in New England to improve the quality of hardwood stands by thinning and marketing the low-quality trees for fuelwood.

The focus of research on Eastern hardwoods in fiscal year 1982 will be on continuation of work begun in fiscal year 1981. However, attention will also be given to redirecting efforts to the new areas of research identified in the original budget request. These include:

- Management of lowland hardwood forests with emphasis on regeneration, growth and yield of high value species.
- Evaluation of hardwood site productivity.
- Improved utilization of hardwoods including use as substitutes for softwoods in construction.
- Improved estimates of volumes, quality and values of hardwood stands.
- Quantification of the relationship of tree quality and species composition to land productivity.
- Development of improved guides for efficient management of hardwood forests of the Northeast and the South.
- Development of more cost effective harvesting methods for residues and for use on steep terrain.
- Development of technology to reduce the impact of oak wilt in the South.

ALASKA NATURAL GAS TRANSPORTATION SYSTEM

OFFICE OF THE FEDERAL INSPECTOR

STATEMENT OF JOHN T. RHETT, FEDERAL INSPECTOR

ACCOMPANIED BY:

PETER COOK, DEPUTY FEDERAL INSPECTOR/WASHINGTON, D.C.
AMOS MATHEWS, DEPUTY FEDERAL INSPECTOR/ALASKA
JAMES M. TRENT, ASSISTANT DIRECTOR, FINANCIAL MANAGEMENT

PREPARED STATEMENT

Senator McClure. We will not turn to the budget request for the Office of the Federal Inspector for the Alaska Gas Pipeline which totals $36,568,000, an increase of $14.7 million over appropriations to date. Mr. Rhett, if you would introduce your associates, you may then proceed to highlight your opening statement, the full text of which will be included in the record.

[The statement follows:]

STATEMENT OF JOHN T. RHETT

Mr. Chairman and Members of the Committee, I appreciate the opportunity to appear before you today to discuss our budget request for Fiscal Year 1982 and the status of the pipeline project. I am John T. Rhett, Jr., the Federal Inspector for the Alaska Natural Gas Transportation System. With me are Mr. Peter Cook, the Deputy Federal Inspector for Washington, D.C.; Mr. Amos Mathews, the Deputy Federal Inspector for Alaska; and Mr. James Trent, the Director of Financial Management.

As you know, the Alaska Natural Gas Transportation System is one of the most ambitious construction projects undertaken in modern times. It is the most expensive project to be privately financed, the most expensive pipeline project in the world, and the first buried, chilled gas pipeline ever built. There is enough gas in Prudhoe Bay, the source of the reserves, to supply approximately 3.5 percent of the annual needs of the United States for 25 years, based on a 2.5 percent annual increase in gas consumption. This system will not only augment America's energy supplies but will also mean more opportunities for U.S. workers and industries. In other words, this construction project will support the twin goals of greater American energy independence and increased American production at a most critical time.

The 4,800 mile pipeline system will traverse eleven states and four Canadian provinces, from the north slope of Alaska to the Chicago and San Francisco areas. The magnitude of the project and the range of ecosystems involved pose an awesome challenge to all of the project participants. This challenge is made even greater by the need to get the system built expeditiously.

Completion of the project will require a tremendous joint effort on the part of government and industry to tackle difficult arctic engineering problems and to protect sensitive environments, in conjunction with cost-effective and timely pipeline construction. Indeed, the success of the project will to a great extent hinge upon the level of effort made by both government and private entities to cooperate with each other and coordinate individual responsibilities. This is especially important in regard to our dealings with the Canadian Government, which last summer approved the early transport of Alberta gas to the United States through a "prebuild" system. A committed and responsive attitude on our part toward our Canadian counterparts is essential to timely and efficient completion of the pipeline project.

As Federal Inspector, I am responsible for coordinating all Federal activities related to the construction of the pipeline, and specifically for scheduling, expediting and enforcing the permitting actions of eight Federal agencies. Under the Alaska Natural Gas Transportation Act of 1976 and the President's Decision and Report to Congress, the mission of the Office of the Federal Inspector (OFI) is to assure timely completion, quality of construction, cost control, safety, and environmental protection. These responsibilities are basically divided into two phases. The first involves review and approval of the sponsor companies' management plans; final design and cost estimates; construction schedules; environmental protection measures; quality assurance and control procedures; and plans for equal employment opportunity and minority business participation. These tasks are accomplished in conjunction with the permit scheduling and expedition process, the bulk of which is also conducted prior to the start of actual construction. The second phase focuses on the enforcement by the OFI of the terms and conditions of permits issued by participating Federal agencies, other project-specific Federal authorizations, and Federal laws transferred to my authority for the duration of the project. To ensure proper compliance with these requirements, my staff will conduct periodic on-site inspections and review progress and compliance reports prepared by the sponsors.

Because the OFI is the focal point for all Federal decision-making on the project, delays resulting from conflicting government requirements will be minimized. Furthermore, as the single Federal decision-maker, I can ensure that every Federal requirement reflects a balanced approach to the entire range of project related objectives. My philosophy is to develop a climate in which the private sector has every opportunity to supervise its own efforts to build this system safely, efficiently, and expeditiously. Finally, I strongly believe that close working relationships with all groups involved in the pipeline project are extremely important if we are to identify and resolve problems early, and thereby avoid delays and cost overruns later on.

I would now like to summarize some of the major accomplishments to date on the project, and describe some of the current activities of the agency.

Several major events have occurred during the past few months. As a result, the Federal government has completed its overall approval process for the first phase of construction. Financing for both the Eastern and Western Legs has been secured and construction has already begun on the Western Leg in both the U.S. and Canada. Despite a temporary delay due to bad weather, this portion of the project is still proceeding toward the scheduled completion date of the fall of 1981.

Construction of the Eastern Leg is scheduled to begin in May 1981. While there are some additional disputes over construction procedures, the major problem facing this portion of the project appears to be near resolution. I am referring to a decision made last fall by the Public Service Commission (PSC) of the State of North Dakota to disallow a portion of the Federally approved pipeline route through that State. This action prompted the OFI and the Federal Energy Regulatory Commission to jointly file a suit against the PSC, claiming that the PSC's ruling was unconstitutional. The project sponsors simultaneously filed a companion suit. On April 3, 1981, the Federal District Court of North Dakota, Southwestern Division, granted the OFI/FERC motion for summary judgment, stating that the PSC did not have authority to change the approved pipeline route. The legal proceedings, coupled with other factors, resulted in a shift to a 2-year construction cycle, with completion now scheduled for the fall of 1982.

On December 1, 1980, the Department of the Interior issued its Right-of-Way Grant for the Alaskan Leg, thus authorizing the crossing of approximately 430 miles of Federal lands in Alaska. Aside from this Grant, no major approvals have been issued for the second phase of the project, which entails construction of the entire Alaskan Leg, the remainder of the Canadian Leg, and completion of the Eastern and Western Legs.

The current schedule for the Alaskan Leg calls for completion of detailed engineering design work in late 1982, construction of temporary facilities from early 1982 to late 1983, and mainline pipe installation from late 1983 to late 1985. The OFI's FY 1982 budget request was based upon this schedule. Maintaining this schedule depends upon the successful completion of the construction financing arrangements, the timely resolution of the necessary regulatory decisions, and the timely completion of the design of both the pipeline and the gas conditioning plant. At this time, the development of an acceptable financing plan is the critical item.

In my opinion, the viability of this schedule is presently in question. Thus, part of the current financing negotiations is a re-evaluation of the present project schedule. These efforts may result in *the development of a new schedule. Although the sponsors'* engineering and design efforts have sucessfully progressed at the pace necessary to achieve the 1985-1986 completion date, other elements of the schedule are becoming critical. Specifically, the gas conditioning plant is the critical schedule determinant particularly since the sponsors must be able to make major commitments for the procurement of equipment and materials by mid-1981.

Obviously, the ability to make substantial commitments rests upon the status of the financing plan currently being negotiated by the Prudhoe Bay producers and the project sponsors. These negotiations appear to be progressing well and all parties are committed to continuing to work together to develop viable financing arrangements as quickly as possible. In the absence of firm financing plans, the sponsors could make the necessary commitments, but they would be faced with the risk of incurring severe cancellation charges.

Before I leave the subjects of the gas conditioning plant and the financing plan, one final note is appropriate. Under the existing regulatory structure, the conditioning plant is not legally part of the project. However, the potential inclusion of the plant in the project is a major point of discussion in the ongoing financing negotiations. The results of these negotiations will determine what, if any, changes in the regulatory treatment of the plant are considered. I am following the progress of the conditioning plant closely and I will keep you apprised of any major changes in the schedule of the plant or its relationship to the project.

There is also every reason to believe that the financing plan will provide for equity participation by the Prudhoe Bay producers. If so, additional Congressional action will be necessary. At this time, I believe that there is a good chance that the necessary action could be handled through the expedited waiver provisions of the Alaska Natural Gas Transportation Act.

One other issue which has been raised by the Canadian participants may require Congressional attention. Briefly, the Canadian participants want to be assured that they will be allowed to begin recovering their costs as soon as the Canadian segment is completed. The concern is that the President's Decision appears to preclude any payments before the commencement of gas deliveries.

Since the Right-of-Way Grant has been issued, the Federal Energy Regulatory Commission's Certificate of Public Convenience and Necessity is the major outstanding Federal approval necessary for the second phase of construction. The sponsor's submission of the Certification Cost and Schedule Estimate and other materials in July 1980 was the first step necessary to obtain this critical permit. Since that time, the Federal Energy Regulatory Commission's Alaskan Delegate and the OFI's Director of Audit and Cost Analysis have been evaluating these materials. They expect to be able to submit their report to the Commission on the estimate, Center Point, and related Incentive Rate of Return matters in about two months. While the review of the Cost Estimate is a major part of the FERC's Certificate proceedings, the final Certificate cannot be issued until the sponsors submit their financing plan for approval.

In summary, the next few months will be very critical to the project. As always, the level of my Office's activities and resource needs are directly dictated by the pace of the project. Should a significant change in the project's activities occur, I will be working with the Office of Management and Budget and we will, of course, promptly inform you of any changes to the OFI's budget request. All indications are that this information should be available before final Congressional action on our budget is necessary.

Despite these difficult issues, the fact that almost one-third of the system will soon be under construction illustrates that the project is moving forward. Steady progress continues in the areas of engineering and environmental design review, field surveys, and expedited permit processing. In addition, field oversight of actual construction on the Western Leg prebuild is underway. This office is also continuing to refine policies, procedures and organizational mechanisms to ensure safe, cost-effective and timely pipeline construction, as well as to fulfill its responsibility for coordinated Federal oversight of the project.

Some of the major ongoing activities of the agency include:

- in-depth studies of specific arctic engineering and environmental problems, such as frost heave, in conjunction with the design review process;
- analysis of the Alaskan Leg Certification Cost Estimate in conjunction with the FERC;
- preparation of a field compliance handbook to assist the OFI surveillance teams in carrying out their responsibilities properly and consistently;
- continued monitoring of the status of the permits required for the whole project via a computerized system and the "one window" process instituted at the field office level; and
- monitoring the field data gathering activities in Alaska and monitoring construction on the lower 48 portions.

In the past few months, the Office of the Federal Inspector has reviewed or is now reviewing sponsor plans on equal employment opportunity (EEO/MBE) goals; specific engineering and environmental issues, such as quality control procedures; cost and schedule control systems; and general project management. The necessary approvals have already been granted for the Western Leg and most of the approvals have been granted for the Eastern Leg.

Although the OFI has been able to accomplish a great deal in the past year, we have deliberately kept our build-up of staff and operations to a minimum as a result of construction schedule uncertainties on the Alaskan segment and, until recently, on the Eastern Leg prebuild segment.

To effectively conduct its responsibilities on this project, the OFI has established six separate offices. In addition, our Omaha and San Francisco Offices have established a total four Construction Field Offices along the Eastern and Western Leg rights-of-way. While the large number of offices presents some difficult coordination problems, it effectively provides close contact between the agency and the specific problems associated with the different segments of the project.

At the start of FY 1981, our staff totaled 98 full-time employees; however, we did not have clearance to hire above that level until late December 1980, at which time a ceiling of 189 positions was approved. Shortly thereafter, the President ordered a strict hiring freeze, from which we did not receive an exemption until March 26, 1981. Due to the limitations on hiring, our projected staffing plan for FY 1981 has been altered considerably. While we fully intend to reach our employment ceiling by the end of the fiscal year, the rate of hiring has been slowed. As a result, our original man-year estimate will decrease by approximately 16 percent. This in turn reduces our original salary cost projections. The reduction in personnel compensation, along with other budget cuts in the travel and procurement areas ordered by the new Administration, prompted the recent rescission proposal of $445,000 in our FY 1981 appropriation.

Currently, OFI has a total of 130 employees divided between our six Field Offices and our four Field Construction Offices. The bulk of employees are stationed in Washington, D.C. Most of the staff growth in FY 1981, however, will occur in the five field offices, particularly in Irvine, California, where our engineering and environmental programs are based. By the end of FY 1981, approximately 50% of the total staff will be located in Washington, D.C. The Alaska office will account for 16% of the total; the Omaha Office, 6%; the San Francisco Office, 3%; and the Irvine Office, 25%.

At this point, I would like to turn to the FY 1982 request. As with all our budgets, the estimates are geared to the construction schedules established by the pipeline companies. The timing and extent of the sponsors' activities define our level of effort, which in turn determines the resources we need in any given year. This particular budget request was based on the assumption that pipeline construction would commence on the lower legs during the fall of 1980 and be completed by the fall of 1981. It was also assumed that construction in Alaska would begin in earnest in 1983 and be completed by the winter of 1985-86. Under this schedule, we planned to move the headquarters office to Alaska during the summer of 1982 to assure that operations would be running smoothly before main pipeline construction began in 1983. Our FY 1981 request, therefore, contains approximately $3,500,000 to accomplish this transfer.

Although we do not presently know when a financing strategy for the Alaskan segment will be agreed upon or implemented, we expect that the outcome of this issue will be clear in a few months. At that time, we will be able to make the necessary adjustments to our FY 1982 and outyear requests. The most likely consequence of any possible delay with financing would be a postponement of our headquarters relocation to Alaska from FY 1982 to FY 1983.

Since the budget was first formulated, the schedule for construction of the Eastern Leg prebuild segment has been stretched out by another year; however, we anticipate only minor budget adjustments, which can be accomplished through internal agency reallocations.

In formulating the FY 1982 request, two other important guidelines were utilized. The first was that contract support should be used to provide specialized skills not currently available in government service and/or to conduct short-term studies as needed. This approach was and still is viewed as the most economical to the government because it would be more costly to hire a large, full-time staff of experts since the project is of limited duration and it would be difficult to place such individuals after the pipeline system is finished. The second guideline concerns the extent of our regulatory responsibilities--our job is to oversee the sponsors' activities, and not perform the required work for them. In addition, we must apply the requirements of law in a reasonable and balanced fashion to assure not only expeditious, but also cost-effective, construction. Both of these philosophies contribute toward keeping our budget requests to the minimum necessary to get our job done well.

Our initial request of $36,568,000 and 223 full-time permanent positions was approved by the Office of Management and Budget in its entirety last fall and has not been changed. The increase in funding from FY 1981 to FY 1982 will assure that agency oversight and enforcement responsibilities are effectively carried out as planning and construction activities increase. Accordingly, the increase in workload in FY 1982 is primarily due to additional engineering and field surveillance efforts required to complete design review for the Alaskan segment on schedule.

During FY 1982, our efforts will concentrate on: final audits, evaluations, and oversight of the operations of the completed Western Leg prebuild segment; oversight of full scale construction on the Eastern Leg segment; engineering design review, field surveillance, and permit issuance for the Alaskan Leg; and overall coordination of systems and program activities in preparation for main pipeline construction on the Alaskan segment, the most difficult and costly portion of the entire system. The impending construction in Alaska will also require an intensive administrative effort to move the majority of the Washington, D.C., and Irvine, California, offices to Alaska.

I would like to highlight briefly the major goals planned for each program activity in FY 1982. The amount identified for each program includes a pro-rated share of executive direction, administration, and central support costs.

Permits and Compliance

The requested level of funding for this program is $4,182,000, an increase of $2,381,000 over the FY 1981 level. This amount will enable proper coordination and scheduling of the many permits required for full-scale construction in Alaska. It will also allow monitoring of all enforcement actions and continual refinements of compliance guidelines to assure that the agency's construction oversight responsibilities are discharged in a balanced and effective fashion.

Audit and Cost Analysis

The $6,755,000 request for this program is necessary to conduct required audits on the project sponsors' records and expenditures for the lower 48 segments, to assess the impact of any design changes on the total project cost, to monitor the sponsor companies' cost and progress reporting systems, and to implement the incentive rate of return by approving scope changes and certifying costs for inclusion into the rate base. The FY 1982 request reflects an increase of $3,749,000 over the FY 1981 estimate.

Engineering Review

The $11,577,000 request, which is $3,766,000 above the FY 1981 level, will support intensive engineering design review activities for the Alaskan Leg. These activities encompass analysis of bid and awards for major material items such as pipe and valves, evaluation of requests for design changes and their associated costs, and review of station and pipeline drawings, civil engineering designs, and specifications submitted by the sponsor companies. Substantial contract funds are included in this request to enable the Engineering Review staff to complete its required review and approvals within a tight time frame, and to conduct highly technical, short-term engineering studies on arctic construction methods.

Environmental Review

The requested level of funding for this program is $3,052,000, and is $905,000 above the estimate originally projected for FY 1981. This amount will enable thorough review of the sponsors' environmental programs as contained in proposed pipeline designs, full oversight of the environmental aspects of preconstruction and construction activities in the field, and in-depth analyses of the environmental impacts of the first phase of construction in the lower 48 states.

Field Surveillance

The $11,002,000 request is required to monitor all on-site activities for the three Legs of the system, including expediting permits; enforcing terms, conditions, and other Federal regulations; monitoring costs; processing field design change requests; and overseeing all other sponsor activities in the field. The request is $4,729,000 above the FY 1981 level. A substantial portion of the request is comprised of logistics costs for food, lodging and transportation which are needed to support the field effort. In Alaska, logistics support costs are extremely expensive due to the cost-of-living differential and the special means of transportation necessitated by the difficult terrain.

In order to fulfill the mission of the OFI and to ensure successful completion of the project, especially in light of the challenges this project poses, sufficient resources for agency operations will be essential. It is believed that with proper staffing and funding to carry out all oversight and enforcement functions, delays and cost overruns during construction will be minimized, ultimately resulting in less costs for American gas consumers.

Mr. Chairman, that concludes my presentation. I will now be pleased to answer any questions you may have.

BIOGRAPHY OF JOHN T. RHETT, JR.

John T. Rhett, Jr. was confirmed the Federal Inspector for the Alaska Natural Gas Transportation System by the U.S. Senate on June 12, 1979.

Mr. Rhett is a professional engineer and administrator with almost 36 years' experience supervising major construction in both the civil works and military construction fields. He was with the U.S. Army Corps of Engineers from 1945 to 1973, retiring as a Colonel after serving at posts both here and abroad. His assignments included two years with SHAPE; Chief of the Engineering Division of the U.S. Army Construction Agency in Vietnam; District Engineer of the Louisville Engineering District; and Resident Member, Board of Engineers for Rivers and Harbors.

In 1973, Mr. Rhett joined the Environmental Protection Agency as Deputy Assistant Administrator for Water Program Operations. There he administered EPA's major operation programs in the water pollution control field, such as the multibillion dollar grant program for construction of municipal wastewater treatment facilities.

Mr. Rhett was born in 1925 in Fort Benning, Georgia. He received his B.S. from the U.S. Military Academy in 1945, a Masters in Engineering from the University of California in 1952, and a Masters in International Relations from George Washington University in 1965.

Mr. Rhett is a member of the American Society of Civil Engineers (Fellow), American Academy of Environmental Engineers (Diplomate), Society of American Military Engineers, and Water Pollution Control Federation. He is also a Registered Professional Engineer in both Florida and the District of Columbia.

Mr. Rhett received EPA's highest award, the Gold Medal for Exceptional Service in 1976, as well as Outstanding Performance awards in 1978 and 1979.

Mr. Rhett is married, with two children and one grandchild. He and his wife, the former Helen Watson, reside in Arlington, Virginia.

BIOGRAPHY OF PETER COOK

Peter Cook, an engineer, administrator, and environmental expert, was appointed Executive Officer in July 1979, and Deputy Federal Inspector for Washington, D.C. in October 1980.

Before joining the Office of the Federal Inspector, Mr. Cook had been at the Environmental Protection Agency (EPA), where he served as Assistant Director of the Office of Environmental Review.

At EPA, Mr. Cook was involved in management of multimedia environmental programs and worked extensively with environmental impact statements. Prior to EPA he was with the National Oceanic and Atmospheric Administration, working on the design of weather satellite instrumentation.

He served as an Officer with the Commissioned Corps of NOAA (National Oceanic and Atmospheric Administration) after graduating from college, spending almost a year offshore the coast of Northwest Alaska gathering scientific data.

Mr. Cook, who is thirty-six years old and a native of Baldwin, New York, received a B.S. degree in Electrical Engineering from Clarkson College of Technology in Potsdam, New York, in 1966, and a Masters in Business Administration from American University in Washington, D.C., in 1971.

He, his wife, and two children reside in Ft. Washington, Maryland.

BIOGRAPHY OF AMOS MATHEWS

Amos "Mo" Mathews is an engineer and administrator who is the Deputy Federal Inspector for the Alaska operations of the Office of the Federal Inspector (OFI) . He is responsible for managing the Alaska Field Offices and the major technical functions of the engineering review and environmental review programs, which are based in Irvine, California.

Mr. Mathews is a 24-year veteran of the Army Corps of Engineers. Following his retirement from the Corps of Engineers in 1973, he became a Vice President with Alaskan Arctic Gas. Mr. Mathews then served for a year as the Alaska State Pipeline Coordinator. Directly prior to his OFI appointment, he was Director of Research and Development for the State of Alaska, Department of Natural Resources.

He is a 10-year resident of Alaska and an engineering graduate of the U.S. Military Academy (1949). Mr. Mathews also holds a Masters degree in Civil Engineering from Iowa State University (1955).

BIOGRAPHY OF JAMES M. TRENT

James M. Trent is an accountant with extensive experience in financial management. He came to the Federal Inspector's Office from the Department of the Interior where he held the positions of Chief, Budget and Program Coordination, and Director, Information Systems and Management. Prior to that he was the Budget Officer for the Office of the Secretary, Department of Labor.

Mr. Trent, a native of Albany, Georgia, received a B.A. degree from Tennessee State University. He also did extensive graduate work in business administration and financial management at Ohio State and George Washington Universities.

He is married, has four children and currently resides in Landover, Maryland.

INTRODUCTION OF ASSOCIATES

Mr. RHETT. Mr. Chairman, it is a real pleasure to be here today. Let me introduce my two deputies who are on either side of me.

On my right is Mr. Peter Cook, who is the Deputy Federal Inspector for Washington and for the construction in the lower 48 States.

On my left is Mr. Amos Mathews, my Deputy Federal Inspector for Alaska.

I also have at the table with me Mr. Jim Trent, my Director of Financial Management.

I have two deputies because I have divided the responsibilities of the office along geographical lines.

Mr. Cook is based in Washington and is responsible for overseeing the two lower legs in the 48 States. In turn, our Omaha and San Francisco field office directors are responsible for the day-to-day oversight of the eastern and western legs. Mr. Cook also acts as my deputy in Washington.

Mr. Mathews is based in Anchorage and is responsible for all activities relating to the Alaskan leg of the project. Thus, the directors of our Anchorage and Fairbanks office, and the directors of engineering and environment located in Irvine, Calif., report to him.

The prepared statement that I have submitted for the record presents the highlights of our fiscal year 1982 budget request and explains the status of the pipeline in some detail.

I would like just to touch on a few of the highlights.

PREBUILD CONSTRUCTION

The first phase of construction has started and is proceeding on schedule. The western leg in Canada is almost complete. The construction of a portion of the western leg in the United States was halted due to unseasonably warm weather in late February, but this delay has not affected the overall completion date of the leg.

I might add parenthetically that the western leg was the construction segment we surveyed in February, Senator. To have warm weather shut down construction in the wintertime is ironic, but that is what happened.

Senator McClure. You should have been there a few years earlier when it was quite the contrary. You'd have been fighting too much snow.

Mr. Rhett. Yes, sir. It is still scheduled to be completed in the fall of this year, though, and at present, approximately 40 percent of the trenching work on the western leg has been accomplished, and about 20 percent of the pipeline is complete.

Construction on the eastern leg is estimated to start in about 2 weeks. While there is still some dispute over specific construction procedures in some States, the major problems facing this leg appear to be resolved. I am referring to the dispute over the route of the pipeline through North Dakota.

On April 2, the U.S. District Court ruled that the Public Service Commission did not have the authority to change the route designated by the President and the Congress. The legal proceedings, coupled with other factors, caused the sponsors to change their schedule to a 2-year period. Completion of this leg is now scheduled for September 1982. The execution contractors began mobilizing on April 16 preparatory to starting construction the first part of May.

We have just met with the pipeline company and the Public Service Commissioner and the Governor of North Dakota, to work out acceptable arrangements on this issue. I am happy to report that everybody seems to be in agreement.

ALASKAN CONSTRUCTION SCHEDULE

The current schedule for the Alaskan leg, upon which the Office of the Federal Inspector's fiscal year 1982 budget was based, calls for completion in the winter heating season of 1985–86. The ability of the project sponsors to maintain this schedule depends on a number of factors, including successful completion of the construction financing, timely resolution of the necessary regulatory decisions, and timely completion of both the pipeline and the gas conditioning plant design.

FINANCING ISSUES

At this time the development of an acceptable financing plan is the critical item. In my opinion, the viability of this schedule is presently in question. Although the sponsors' engineering and design efforts have successfully progressed at a pace necessary to achieve the 1985–86 completion date, the long lead times necessary for the gas conditioning plant have made it the critical schedule determinant, particularly since the sponsors must be able to make major commitments for the procurement of equipment and materials by this summer in order to maintain the current schedule.

While the sponsors could choose to make these commitments in the absence of firm financing, they would be faced with the risk of incurring severe cancellation charges if financing did not come through. In fact, part of the ongoing financing negotiation, I'm sure, is a reevaluation of this schedule.

FISCAL YEAR 1982 BUDGET REQUEST

Because the Office of the Federal Inspector's level of activities and resources are dictated by the pace of project activity, any major change in the schedule will result in a reevaluation of our budget request. All indications are that we would be able to make any changes before final congressional action on our budget is necessary.

In that event, I will work closely with the Office of Management and Budget, and of course, promptly inform you and your staff of any alterations in our projections.

I need to emphasize here that we are completely dependent upon the sponsors' schedule. And right now it has not slipped. As I say, I think it's questionable. If it does slip, we will be up here immediately to inform you of any budget adjustments.

It has always been our policy to keep the pace of hiring at the minimum level necessary to perform our responsibilities. The OFI currently has 130 employees. These are divided between six major field offices and four construction field offices located along the right-of-way of the eastern and western legs.

Our fiscal year 1982 request of $36,568,000 will support 223 permanent, full-time positions, and will provide the agency with the resources necessary to assure that the remainder of construction on the eastern leg is completed in a cost-effective and expeditious manner.

During fiscal year 1982, the sponsors of the Alaskan leg will be requesting numerous permits for preconstruction and construction activities, and the OFI will be heavily involved in expediting and coordinating their issuance.

Construction for the Alaskan leg will be continuing, and our environmental and engineering review offices will require additional resources to assure they will be able to provide fast review to the sponsors' designs and plans.

Incidentally, I expect that the sponsors will essentially maintain their current pace of engineering and design activities even if subsequent developments result in a change in the completion date of the project.

MAJOR PROJECT ISSUES

Before I conclude my statement, I would like to raise a few issues that may surface as events develop over the next few months.

There is every reason to believe that the financing plan that results from the present negotiations will provide for equity participation in the project by the Prudhoe Bay producers. If so, additional congressional action will be necessary. At this time I believe that the necessary action could be handled through the expedited waiver provisions contained in the Alaska Natural Gas Transportation Act.

Another issue, raised by the Canadian participants in the project, deals with their desire to be assured that they will be allowed to begin recovering their costs as soon as the Canadian segment is finished. The President's decision appears to preclude any payments before the commencement of gas deliveries from Alaska, and the Canadians are concerned that they might finish their portion before the Alaska portion is finished.

A final issue is, the existing regulatory structure. The gas conditioning plant is not legally part of the project; however, the potential inclusion of the plant in the project is a major point of discussion in the ongoing financial negotiations. The results of these negotiations will determine what, if any, changes in the regulatory treatment of the plant are considered. I am following the progress of the conditioning plant closely, and will keep you informed of any major changes in its construction schedule or its proposed relationship to the project.

In conclusion, the next few months will be critical to the project. Despite the difficult issues which the project now faces, the fact that almost one-third of the system will soon be under construction illustrates that the project is moving forward.

In addition, steady progress continues to be made in design and other preconstruction activities. I assure you I will make every effort to keep you informed as these issues solidify over the next few months. I would be pleased at this time to answer any questions you may have.

Thank you.

Senator McClure. Thank you, Mr. Rhett.

STATUS OF GAS CONDITIONING PLANT AND FINANCING

On page 11 the justification sets forth several issues which could delay the construction project, thus reducing the budget requirements for the Office of the Federal Inspector—OFI. One of these, the North Dakota court challenge, has been resolved. What is the present status of the gas conditioning plant and the financing of the Alaska segment?

Mr. Rhett. Presently the gas conditioning plant is under design. There is a design agreement among the gas producers—Sohio, Exxon, Arco, and also Phillips—and sponsor companies, with northwest Alaska as head of the consortium, to assure that this design is done properly. It is being designed by Parsons Engineering of Pasadena, Calif. I happen to have been there about 2 weeks ago and am very much pleased with their progress.

The major difficulty with the plant at this stage of the game is part of the negotiations that are going on now between the producers and the gas transporters.

Frankly, Mr. Chairman, I do not know the status of these discussions, but I believe the Government should really stay out of them. I think the producers and sponsors would be of the same opinion.

Senator McClure. What is the time? Is there a date certain by which we must know both the plans for the gas conditioning plant and financing for the Alaska segment?

Mr. Rhett. To maintain schedule there is.

Let me try to answer that question in two parts.

The first concerns a statement made by the head of Northwest Energy the other day that the producers and gas transporters could probably reach an agreement within 30 to 60 days. However, after they agree upon a plan it has to go to Wall Street for review.

The second part of my answer concerns the critical path of construction. By sometime this summer, the companies have got to order equipment. If there is no financing plan or some degree of assurance that the Federal Government will allow them to recover costs, it will be extremely difficult for the consortium to place their order because of the large sums of money involved.

So if the financing plan is not wrapped up within the next couple of months, the project will have slipped a year.

By slipping a year, rather than being ready for the 1985–86 heating season, the system will be ready for the 1986–87 season.

The construction schedule is really on the margin now, but I do not expect it will affect the substantial amount of expedited design and procurement review that is currently underway. There is not much slack in the current construction schedule.

Senator McClure. It requires affirmative actions first on financing and second on the gas conditioning plant?

Mr. Rhett. Yes, sir.

Senator McClure. And in that order; is that correct?

Mr. Rhett. Yes, sir. Neither the Congress nor the executive branch, from all indications, will touch the project until these issues are resolved by the sponsors and producers. And, I agree with that approach. In other words, they have to reach agreement before further governmental action can be considered.

BUDGET PROJECTIONS

Senator McClure. Two years ago when we first reviewed this budget, it was estimated that the total cost for the Office of the Federal Inspector through fiscal year 1985 would be less than $110 million. The fiscal year 1982 budget request is 82 percent greater than your original 1982 estimated requirement of $20 million. Can we expect future requests to be similarly over the original projections?

Mr. Rhett. Mr. Chairman, I don't believe so. That budget projection was made in July 1979, when I was the first member on board. That first month we made our total projections and turned them in to the Office of Management and Budget. I think we did the best we could at that time, but, in hindsight, the estimates were off. This did not occur when we went through the 1980 budget cycle. We got a good handle on it, and, I think, the future direction of the agency.

RECRUITMENT OF ALASKAN PERSONNEL

Senator McClure. In view of the fact you plan to relocate a substantial number of employees from Washington, D.C. and Irvine, Calif. to Fairbanks, will you recruit the new employees in Alaska or will you recruit here and pay their moving expenses?

Mr. Rhett. Mr. Chairman, we will do both. We are trying to recruit intensively in Alaska, for two reasons: not only to avoid the high cost of moving people up there, but also to get individuals who have Alaskan experience, which is so essential.

Because a project of this nature is so complex and requires so many skills, we are having to recruit all over the country to get the people we need. And, in fact, we are not very competitive in a number of fields.

We are having a hard time hiring pipeline engineers. We advertised for pipeline engineers in the newspaper in Houston, and my staff reported there was little interest.

FAIRBANKS HOUSING MARKET

Senator McCLURE. Well, the boom and burst economy of Fairbanks is an established fact of life. Even with a 25 percent COLA, do you feel your employees will be able to compete in the housing market or rental market in a city where construction workers and energy company executives will be paid far more than your employees?

Mr. RHETT. No, sir.

I think this is probably the major personnel problem we have. We are studying it in much detail now; at the same time Northwest is conducting surveys on the current and future availability of housing so we can see whether this problem is solvable.

Senator McCLURE. And you are not sure it is solvable?

Mr. RHETT. It is always solvable by contracting, and if you will notice my budget is based on use of contracts.

The civil service salary scale just may not be competitive under these circumstances. If we are unable to work out some arrangements—and we are studying this now—then we just have to use contracts.

Senator McCLURE. The justification indicates that you will have to provide temporary quarters to your employees who relocate. Have you determined where you will find these quarters and for what period of time they will be required?

Mr. RHETT. This issue is just one of many that Northwest is currently looking into. They have examined the range of housing in Fairbanks to determine what the market will be like when we have to move. But the temporary quarters will be primarily hotels, motels, and small apartments, and they are going to be in demand.

Senator McCLURE. We have a preliminary indication that there may be an excess of family housing at Ft. Wainwright. Have you contacted the Army to see if they would be willing to lease quarters to you?

Mr. RHETT. There have been informal contacts with Ft. Wainwright on both housing and office space. Again, Northwest is conducting a housing study now, and I think that soon——

Senator McCLURE. If you let them do it, they will have it before you get there?

Mr. RHETT. No, Northwest is also supposed to be taking care of our logistics up there, too.

Senator McCLURE. Yes, but in what order?

Mr. RHETT. I would hope they would also take care of us.

Senator McCLURE. I would hope so, too, but you know the Lord helps those who help themselves.

Mr. RHETT. I agree and, I will watch them.

Senator McCLURE. Maybe you should contact the Army on your own behalf.

Mr. RHETT. Oh, yes, sir. Northwest will not make those contacts, I will. I made some informal ones a year or so ago when I first went up to Alaska.

Senator McClure. Both for housing and for office space?

Mr. Rhett. Yes.

Senator McClure. Do you plan to follow through on that?

Mr. Rhett. Very much so.

ADP REQUIREMENTS

Senator McClure. You are planning to purchase ADP equipment at a cost of $825,000 for Fairbanks and other offices. Under "permits and compliance," you have also budgeted over $400,000 for ADP contract support. If you are purchasing equipment, why are you also contracting for ADP services?

Mr. Rhett. The equipment to be purchased is the hardware. We need software, and the contracting is for software and people to run programs for us. The contracts will also cover the costs of sending these people to all of our field offices where we have to have ADP access.

Senator McClure. So it is really a combination of the two, and the total is going to run $1.25 million.

CITIZENS' ENVIRONMENTAL ADVISORY COMMITTEE

Approximately $40,000 was budgeted in fiscal year 1981 for activities of the Citizens' Environmental Advisory Committee. Have the members of this committee been selected, and have any meetings been held to date?

Mr. Rhett. No; the members have not been selected and there have not been any meetings. We had pretty much completed the selection process when the hiring freeze occurred which slowed the process.

Senator McClure. Have you requested a waiver on this?

Mr. Rhett. The freeze has been lifted, and we are in the process of moving on this right now.

Senator McClure. The Environmental Review Program staff is to "support the Advisory Committee's research and clerical needs." Who will determine the limits of the demands the Environmental Committee can place on the OFI staff?

Mr. Rhett. Basically that will be me. I will make sure that they get adequate, but not excessive, support.

Senator McClure. But the responsibility for that determination is yours?

Mr. Rhett. Mine.

Senator McClure. And you will exercise it?

Mr. Rhett. I will exercise it, I assure you.

Senator McClure. This committee is to be the "mechanism whereby agency policy on issues can be transmitted directly to the environmental activist community." Who determines the community and how will the committee transmit agency policies?

Mr. Rhett. That is a tough question, but the way the committee is being selected is to insure a wide range of representation. In the selection of nominees we have looked very closely to the Alaskan and national communities. And, they have been very cooperative. I don't mean that these environmental groups have selected the committee members, but they have given us advice on selecting people who are either Alaskan or who have had extensive Alaskan experience, with ties into the local communities.

In Alaska they have the Alaska Center for the Environment and the Fairbanks Environmental Center, which act as the focal points for a number of major environmental groups. The committee members will deal directly with these organizations and others, beside their counterparts in the national organizations.

FISCAL YEAR 1982 COMMITTEE BUDGET

Senator McClure. How much will be available to support the committee in fiscal year 1982?

Mr. Rhett. Approximately $40,000.

Senator McClure. Are you planning to provide the committee with its own printing and publication budget?

Mr. Rhett. No; although some of the $40,000 budget for the committee was set aside for publishing meeting schedules and minutes, the administration of the total committee budget will be handled by my staff.

EXECUTIVE DIRECTION AND ADMINISTRATION

Senator McClure. The justification states that considerable resources are dedicated to executive direction and administration. Yet, the budget does not break out this function. How much is spent on executive direction and administration?

Mr. Rhett. I know it runs in the neighborhood of 30 to 40 percent. Let me have Mr. Cook pull this one. It is in my book? It's $14.1 million.

Senator McClure. Is that in the book? Could you refer to the page to which you are making reference?

Mr. Rhett. This is my book.

Senator McClure. All right. Your book is different than the book we have?

Mr. Rhett. My book is different. I've got a few more sheets.

Senator McClure. It is 14 percent?

Mr. Rhett. No; I'd say between 30 and 40 percent. It is $14 million versus $36 million. This amount represents the overhead costs of our five basic operating functions, which are permits and compliance, audit and cost analysis, engineering review, environmental review, and field surveillance.

MAJOR PROGRAM COMPONENTS

Senator McClure. Would you please provide for the record revised figures for the major program components with the administrative funds shown as a sixth category and break out the major functions of the administrative account, such as external affairs, equal oportunity, and the Inspector's immediate office?

Mr. Rhett. Yes, sir, we will.

[The information follows:]

Administrative funds

Unit	*Amount*
Permits and compliance	$2,566,000
Audit and cost analysis	4,145,000
Engineering review	7,104,000
Environmental review	1,873,000
Field surveillance	6,751,000
Executive direction and administration	14,129,000
Total	36,568,000

The $14,129,000 total for executive direction and administrative costs is comprised of the following individual office estimates:

Unit	*Amount*
Immediate Office, Federal Inspector	$427,000
General counsel	630,000
External affairs	667,000
EEO/MBE	676,000
Policy analysis	837,000
Administration	7,799,000
Central support	3,093,000
Total	14,129,000

The administrative unit includes costs of contracts and financial management; personnel activities; support services; internal security and audits; and management information systems, which is approximately 50 percent of the total administrative budget. The central support estimate consists of costs for relocating office equipment and supplies from the headquarters to Alaska; office space rental; telecommunications; postage and deliveries; machine rental; equipment repairs; renovations; health services; and equipment.

ADDITIONAL COMMITTEE QUESTIONS

Senator McClure. Well, thank you, Mr. Rhett. There will be some additional questions to be submitted in writing, and we will provide them for your office to answer for the record.

[The following questions were not asked at the hearing but were submitted to the Department for response subsequent to the hearing:]

ADDITIONAL COMMITTEE QUESTIONS

Coordination with HCRS

Question: In 1980, a Memorandum of Agreement was signed with the Heritage Conservation and Recreation Service to provide technical and professional oversight and related services for the archeological and historic programs associated with the pipeline project. With the proposed termination of HCRS, who will pick up this responsibility?

Answer: The archeological and historic preservation programs formerly in HCRS will be transferred to the National Park Service, Department of the Interior (DOI) on May 31, 1981. We have examined the options open to us, relating to the termination of HCRS, and conclude that it is in the best interests of the project to seek a continuation of the Memorandum of Agreement (MOA) with the National Park Service.

Because the MOA involves the expertise of some cultural resource management personnel, and not the use of the bureau itself, we anticipate that DOI will honor its commitments until the merger to the National Park Service is complete.

Inflation Factor in Budget

Question: Page 15 of the justification states that an inflation factor was applied to the Fiscal Year 1982 request to offset continued price increases, particularly for air travel. What is the inflation factor which you have used?

Answer: An inflation factor of 8.7 percent was used to develop our FY 1982 request, per instructions from the Office of Management and Budget.

Our FY 1982 budget was first calculated in 1980 dollars. The 8.7 percent factor was applied to the estimate twice to determine the cost in 1981 dollars and then in 1982 dollars. The inflation rates were not applied to salary and related salary costs.

Minority Participation

Question: What is the status of Affirmative Action Plans on the construction project?

Answer: The Affirmative Action Plans of the sponsors of the Eastern and Western Legs of the project, Northern Border Pipeline Company and Pacific Gas Transmission Company, have met the requirements contained in the Equal Opportunity Regulations published in the Federal Register on May 12, 1980. Both plans have been approved by the Federal Inspector.

The Office of the Federal Inspector (OFI) is still reviewing the Affirmative Action Plan submitted by Northwest Alaskan Pipeline Company for the Alaskan Leg. The tentative date for definitive action on Northwest's Plan is May 29, 1981.

Question: Do you still intend to enter into a Memorandum of Understanding with the Minority Business Development Agency, and, if so, what will this entail?

Answer: Because the OFI and the Minority Business Development Agency (MBDA) both have minority business development responsibilities, we are still making plans to enter into a Memorandum of Understanding that will promote efficiency and eliminate conflict, duplication and inconsistency in accomplishing our mission. The agreement will establish an advisory committee consisting of the OFI, MBDA and possibly the Small Business Administration (SBA). This committee will provide information to the Federal Inspector regarding availability of MBE/FBE contractors, innovative approaches to increase minority and female participation, bidding procedures of sponsor companies and contractors, and other areas related to business opportunities.

Question: How many permanent jobs do you anticipate will be available to minorities on the project once construction is completed?

Answer: Because the employment goals for the Alaskan Leg have not yet been established, the number of jobs that will be available to minorities cannot be predicted. Currently, Northwest Alaskan estimates that there will be over 100 permanent jobs on the Alaskan segment once construction is completed.

Permanent job information is unavailable at this time for the Eastern and Western Legs of the project. Once more definitive plans are made for Phase II of construction on the Lower 48 Legs, specific numbers for those segments will be available.

Question: Do you have an estimated cost to the project sponsors of compliance with minority recruitment and training costs?

Answer: The estimated cost for minority recruitment has not been quantified for the Eastern and Western Legs. In addition, due to the relatively short duration of construction on these segments, there was insufficient lead time to implement formal training programs.

Because the Affirmative Action Plan for the Alaskan Leg has not yet been approved, the cost of compliance with minority recruitment cannot be determined at this time. No cost estimate is currently available for training either, since the scope of that program has also yet to be developed.

Staffing

Question: The budget requests funds for a total of 233 employees in 1982. How many are currently on board?

Answer: As of April 25, 1981, there were 130 permanent full-time employees on board and 14 other than permanent full-time employees.

Relocation to Alaska

Question: You are estimating a cost of $40,000 per employee for relocation costs to Alaska. How is that amount broken down?

Answer: In our justification, we stated that the total estimated cost for the relocation of the headquarters office to Alaska would be $4,000,000 and would involve approximately 100 employees. The $4,000,000 estimate, however, included approximately $600,000 for moving office equipment and supplies from Washington, D.C., and Irvine, California, to Alaska. Therefore, the total amount for moving personnel only is $3,400,000. Dividing that total by the actual number of employees to be relocated -103- produces an average cost of $33,000 per employee. This is broken down as follows:

Real Estate settlement	$12,000
Temporary quarters	5,500
One way travel	2,000
Transportation of goods	12,500
Storage	1,000
Total	$33,000

In most of these categories, the maximum rates currently allowed under Federal regulations were used. This approach was necessitated by the high cost of housing in the areas where our employees will be selling and buying homes, the distances to be traveled en route, and the impact of the Alaskan cost of living differential on relocation charges.

Question: Is there a possibility that fewer employees than originally anticipated will be willing to relocate to Fairbanks?

Answer: Yes. The projected housing shortage in Fairbanks and the concerns over Government salaries not keeping pace with the "boom" cycle in Fairbanks have caused a number of employees in Washington, D.C. and Irvine, California to re-think their plans to move to Fairbanks.

Question: Once the work of your office is completed, will you again have to pay for moving the employees from Alaska to their home?

Answer: Yes.

Question: How often are you required to pay for turn-around leave for these employees who relocate?

Answer: Employees are eligible for turn-around leave after two years in Alaska.

Question: If one of your employees buys a home in Fairbanks at inflated pipeline construction prices and must take a loss when he sells it after the project is completed, are you required to compensate him for this loss?

Answer: Currently, there is no requirement for the Federal Inspector to compensate OFI employees for this type of loss.

Question: Please provide for the record the total estimated cost of moving employees to Alaska, paying for turn-around leave, and paying for their relocation to the "Lower 48."

Answer: In FY 1982, it will cost an estimated $4,000,000 to relocate employees from Irvine, California and Washington, D.C. to Alaska. This amount consists of $3,400,000 for real estate settlements, temporary quarters, travel, and transportation of household goods for approximately 100 employees, and $600,000 for moving office equipment and supplies.

Turn-around leave will be minimal in FY 1982, as only five employees are eligible. Eligibility is based on 1) recruitment in the Lower 48 States for a specific job in Alaska, either by the OFI or the agency with which the employee has reemployment rights; and 2) two years of consecutive service with the OFI. The OFI is responsible solely for the costs of round trip transportation for the employee and his/her family, and for the employee's per diem while in transit. The total cost for home leave in FY 1982 is estimated to be $8,000.

While we do plan on paying for the relocation of employees back to the Lower 48 States after the project is completed, the exact cost is difficult to estimate at this point. We budgeted approximately $4,700,000 between Fiscal Years 1985 and 1986 to cover the costs of relocating personnel back to the Lower 48 States; however, this estimate could change considerably depending on the number of employees who elect to stay in Alaska after the project is completed.

Fairbanks Logistics

Question: Do you plan to locate any of your offices at Ft. Wainwright or will you be seeking commercial space in Fairbanks?

Answer: Senior members of the OFI administrative staff have already met with the Commanding Officer of Ft. Wainwright and discussed the possibility of the OFI utilizing vacant space at the Fort. We have not however, entered into a formal agreement with the Army for use of Department of Defense space.

With respect to commercial space, the OFI, as an executive agency, is required by the Federal Property Management Regulations to submit any requirements for commercial space to GSA for action by the Public Buildings Service.

Question: What do you project for the total annual costs of office space and equipment in Fairbanks?

Answer: If the OFI occupies commercial space in Fairbanks as a result of GSA action on our behalf, we anticipate the cost to be approximately $21 to $25 per square foot per annum; or $525,000 to $625,000 per year for 25,000 square feet (125 personnel @ 200 sq. ft. ea.).

In that the OFI will have been operational for some time by the time intensive staffing takes place in Fairbanks, most of our major equipment procurements will already have been made. We therefore anticipate no major equipment procurements in Fairbanks.

In-house vs. Contract Personnel

Question: Although contract services are as a rule more expensive than direct Federal operation, in view of the high costs associated with moving 100 employees to Alaska, have you reviewed your staffing requirements to determine if fewer Federal employees might be sufficient in favor of additional contract services?

Answer: We are constantly reevaluating our staffing requirements to assure that the agency's mission is being achieved in the most cost-effective manner possible. We have found that contracting has been more beneficial in a number of cases. For example, we have contracted with Unified Industries, Incorporated (UII) to support our pipeline design review activities over the life of the project. This contract, which represents a significant portion of our budget, was instituted because UII has substantial experience in Alaskan construction as well as readily available technical personnel. The engineering design review process is labor-intensive for a relatively short period of time, and the government simply does not have the number of qualified individuals required for this activity. Furthermore, it would be wasteful to hire a large cadre of full-time permanent experts in this field since the project is of a short duration, and since there would be difficulties in placing these individuals within government service after the project is completed.

Program Estimates

Question: Page 19 of the justification shows the dollars and personnel associated with your five main program categories. What shifts can we expect to see in coming years? Will there, for example, be a reduction in permits and compliance and engineering review, and increases in field surveillance and audits?

Answer: The activities of the programs will, in general, track with the construction schedule. As such, we expect that personnel and budget requirements for the permits and compliance and engineering review programs will decrease when the bulk of permit issuances and engineering design for the Alaskan segment is completed. Of course, a core group of staff in both these programs will be required thereafter to handle any permit issues or engineering design changes as they arise during construction on the Alaskan segment and the second phase of construction on the Lower 48 Legs.

The estimates for the field surveillance, audit, and environmental programs will increase until full-scale construction gets underway in Alaska, at which time the level of funding for all three programs is expected to stabilize until the project is completed.

Western Leg Audit

Question: Quarterly audits are scheduled for the Eastern and Alaskan Legs of the construction while the Western Leg will be audited only upon completion. Why only one audit for the Western segment?

Answer: It was decided that the Western Leg did not require quarterly audits because:

1. The estimated construction costs are signficantly less than the other Legs ($176 million);
2. The construction work only involves the looping of an existing line for increased capacity, not the building of a brand new line;
3. The construction time frame is not of an extended duration (March - October 1981);
4. The sponsor, Pacific Gas Transmission Company (PGT), requested that the audit work be performed in the traditional manner, after the work has been completed and total expenditures known.

Subsequent discussions with the sponsor have resulted in a work plan which calls for most of the audit work to be performed from August to October 1981. Under this schedule, the audit report can be readily issued once PGT submits its cost certification request to the Office of the Federal Inspector.

QUESTIONS SUBMITTED BY SENATOR STEVENS

Pipeline Schedule and Financing

Question: How do you view development of the planned pipeline schedule this time? Specifically, what are the impacts of timing of the financing agreement upon the scheduling of the project?

Answer: I have serious doubts about the viability of the current construction schedule in view of the delay in obtaining financing. In fact, the ongoing financing discussions between the producers and sponsors have included a reevaluation of the construction schedule.

The next few months will be the most critical time with regard to the financing arrangement and its impact on the construction schedule. The pipeline companies must order substantial amounts of equipment, particularly for the gas conditioning plant, by mid-summer to stay on schedule; however, without a financing plan in place, the companies run the risk of incurring severe cancellation charges if commitments are broken.

There is another element to be considered in the timing of the development of a suitable financing arrangement. Since it is likely that the financing plan will involve equity participation by the producers, additional congressional action would be necessary. In order for the Congress to act on a financing proposal this session, however, sufficient lead time would be required. This may not be possible considering that a financing plan has yet to be completed and reviewed on Wall Street. Given these constraints, if a financing plan is not solidified soon, the construction schedule will have to be revised.

Proximity to TAPS

Question: Is adequate protection from damage to TAPS being made for construction and operation of the natural gas pipeline?

Answer: Most of the major technical problems concerning proximity were virtually eliminated by the stipulation in the Right-of-Way Grant for the Alaskan Leg which called for a 200-foot separation between the oil and gas pipelines. However, two critical issues remain to be solved--the Yukon Bridge crossing and the Atigun Pass crossing. The representatives of the Trans-Alaskan Oil Pipeline and the sponsor company for the Alaskan segment are meeting regularly to discuss these and any other issues on proximity that may arise. To date, arbitration by the Office of the Federal Inspector has not been required, but will be available if needed.

Congressional Action

Question: What are the major issues that Congress may be asked to face in light of ongoing financing negotiations between the producers and the pipeline contractors? What actions and options are available to Congress in resolving these issues?

Answer: The specific options which may be available for resolving these issues depend upon the precise structure of the producers' and sponsors' proposed financing plan. For example, if the allowance of producer equity participation is the sole congressional action necessary, and if such participation is structured in a manner which does not create undue anti-trust concerns, it is very possible that the Congress may be able to employ successfully the expedited waiver provisions contained in Section 8(g) of the Alaska Natural Gas Transportation Act.

Whether congressional action regarding the gas conditioning plant will be necessary also depends upon the treatment that the producers propose in their financing plan. For example, the Federal Energy Regulatory Commission (FERC) could provide a mechanism for the producers to add an allowance for certain conditioning costs to their wellhead price. However, if the financing plan proposes that the conditioning plant be legally determined part of the Alaska Natural Gas Transportation System, congressional action would be necessary to alter the legal definition of the project contained in the President's Decision.

Congressional action may also be necessary to provide the Canadian participants with an assurance that they will be able to begin recovering costs as soon as their portion of the system is completed. The President's

Decision appears to preclude payment of any charges before the entire system is complete. The viability of such an option would depend upon the strength of the Canadian demands. The Canadian position on this issue will rest, in large part, on the perception of the chances that the Canadian portion will be completed before the Alaskan segment.

Gas Conditioning Plant

Question: Regarding the conditioning plant, what are the various options possible for regulatory treatment of the plant and its costs, and what are likely economic impacts of such treatment?

Answer: Insofar as the different regulatory options, it first should be stated that, at present, the gas conditioning plant is not legally part of the Alaska Natural Gas Transportation System. In addition, in an August 1979 order which has never been finalized, the Federal Energy Regulatory Commission authorized the producers to recover only those costs incurred for removing carbon dioxide below a 3 percent concentration. Under the provisions of this tentative order, the producers were not allowed to recover any other conditioning costs in addition to the wellhead price established by the Natural Gas Policy Act.

There are, however, a number of options for different treatment of the gas conditioning plant and the costs of conditioning the gas. The major options are:

1. The conditioning costs would be treated as proposed in the tentative August 1979 order. In this scenario, the plant might be legally determined to be "necessary or related to the Alaska Natural Gas Transportation System," in which case the Office of the Federal Inspector would be responsible for the enforcement of the Federal permits necessary for construction of the plant.

2. Under Section 110 of the Natural Gas Policy Act, the FERC could allow the producers to recover additional conditioning costs to those proposed in the August 1979 order. Because these costs would then be passed along to the ultimate consumer of Alaskan gas, the Office of the Federal Inspector might be asked to verify the conditioning cost allowance.

3. The gas conditioning plant could be legally made "part of the Alaska Natural Gas Transportation System." In this case, the construction costs would be included in the rate base and all conditioning costs would be recovered through the transportation charges. In addition, the FERC would probably be required to exercise its Natural Gas Act Certificate jurisdiction. The OFI's enforcement authority would then have to be increased to include the enforcement of the FERC's Certificate requirements. The OFI would also have to conduct a more intensive audit than that required by Option 2, in order to certify costs for inclusion in the rate base. Finally, the requirements contained in the President's *Decision* might be imposed upon the gas conditioning plant. Obviously, congressional action would be necessary to implement this option.

Because the gas conditioning plant is not regulated under the Natural Gas Act, we do not have any current estimates of the specific economic impacts of these options. However, some general observations can be made for each option:

1. Because the producers would still be required to absorb most of the conditioning costs, the cost to the ultimate

consumer of Alaskan gas would be the same as currently envisioned. In addition, minimal additional appropriations would be necessary for the OFI to enforce the Federal permits, and coordinate the construction of the plant and the pipeline.

2. Because the wellhead price would include portions of both fixed and variable costs, the ultimate delivered cost of Alaskan gas would increase, and the producers would also receive additional economic benefits.

3. Because both fixed and variable costs would be passed along to the consumer, there would be a noticeable increase in the delivered cost of the gas. In addition to being allowed to recover these costs, the producers would be allowed a return on their equity investment and a corresponding income tax allowance.

Equity Participation by Producers

Question: What are the congressional options for facilitating equity participation of the producers in the financing of the pipeline? Are you aware of any continuing objection to such participation by any interest group or government agency?

Answer: The congressional options that may be available to facilitate producer equity participation will depend upon the proposal submitted by the producers and sponsors. While I am not aware of any steady opposition to producer equity participation, I am aware that the Department of Justice has, on several occasions, expressed two primary antitrust concerns: producer control over pipeline capacity (and expansibility), and access by shippers of gas from other producers. Nevertheless, the Department has not been unequivocally opposed to such participation. Rather, it has indicated that careful structuring of the agreement between the sponsors and producers could obviate these concerns. When a financing plan is submitted, the Department of Justice will have to review the plan carefully to assure that the necessary safeguards have been provided. Even if the structure of the financing plan meets these concerns, a waiver of the equity prohibition contained in the President's Decision might be sought as a cautionary measure.

Federal Agency Cooperation

Question: Is OFI receiving cooperation from other government agencies? For instance, is FERC integrating its efforts well with your activities?

Answer: We are pleased to report that, without exception, all involved Federal agencies are cooperating well with the OFI. For example, the Department of the Interior has expedited its Right-of-Way Grants and, additionally, has provided expertise relating to cultural resource work. The Corps of Engineers is currently providing experts in cold regions engineering, and the Department of Transportation has been most cooperative in working with the OFI on matters relating to pipeline integrity. OFI staff and the FERC Alaska Delegate are in daily contact; this results in an unusually high degree of coordination and cooperation.

Pipeline Design Issues

Question: How is the design of the pipeline working out? Is there general satisfaction among the parties regarding issues such as frost heave?

Answer: In general, the design picture is considered good. An able organization has been assembled; procedures and controls have been developed and are in place. The organization is ready for the massive effort of final design.

There has been some slippage in the design schedule regarding the field data gathering necessary to develop and verify a mitigative frost heave design. Because of apprehension by the sponsor, OFI, and other agencies that a satisfactory mitigative design could not be developed, a preventive design, which is somewhat more costly, is being developed as a fallback.

Project Cost Estimates

Question: Please provide your view of the confusing cost estimates that we are reading and hearing about. For instance, Wall Street estimates 35 to 40 billion dollars for this project, while the figure offered by the producers and NAPCO is in the 22 billion dollar area. Explain the discrepancies and evaluate the merits of various cost estimation approaches.

Answer: The wide divergence among the various estimates of the cost of the Alaska Natural Gas Transportation System can, for the most part, be explained by whether the particular estimate:

1. Is expressed in constant or escalated dollars and, in the latter case, what inflation rate is assumed;
2. Includes financing costs, contingency allowances, and Center Point;
3. Includes the cost of the gas conditioning plant;
4. Provides for any construction cost overruns above those in the Center Point; or
5. Assumes that the current schedule will be maintained.

Given that reasonable assumptions are used, any estimate is valid, but each methodology is more appropriate for some applications than others. For example, the estimates that the sponsors present to the Federal Energy Regulatory Commission are given in constant dollars thereby providing a basis for each analysis throughout the FERC process.

An estimate used for financing purposes should be expressed in escalated dollars and should include contingency and cost overrun allowances. Because the gas conditioning plant is not legally part of the Alaska Natural Gas Transportation System, strictly speaking, its cost should not be included. However, because the plant is a technically essential part of the system, its cost should be included in any estimate which is used to assess the overall capital needs of the project.

Potential Budget Revisions

Question: Do you foresee any changes in your budget considering whether or not there is a schedule slip? Your current employment level is 130 people, while at years' end (FY 1982) you will be staffed at 233 people. Where is your major increase in staffing and why the need?

Answer: There are two major project variables that may affect our FY 1982 budget request. The first concerns the status of the gas conditioning plant. If the schedule remains as is and the gas conditioning plant legally becomes part of the ANGTS project, the engineering estimate within the budget will have to be increased to accommodate expanded responsibility for technical review. The second variable is the possibility of a construction schedule slip. If this occurs, it is estimated that our budget will decrease by approximately 10 percent to reflect reduced field surveillance in Alaska and postponement of the headquarters move to Alaska. Once a final determination has been made on both the conditioning plant and construction schedule, we will promptly inform you of their impacts on our budget request.

Staffing for the remainder of FY 1981 will focus on filling vacant positions in the engineering, audit and cost, environment, and field surveillance programs. The major increase in employment in FY 1981 is in the engineering and environmental programs as the design review activities demand a greater number and mix of technical experts. Currently the engineering staff is only at 35 percent of its full employment level. Field inspectors to keep up with the pace of expanding preconstruction activities in Alaska and auditors for the Lower 48 Legs comprise the rest of the required hires in FY 1981.

The increase in staffing from FY 1981 to FY 1982 amounts to 34 additional positions, which are basically divided up among permits and compliance, audit and cost analysis, and engineering review. A few additional administrative positions will be required to support the increase in the program staffs. This buildup is directly related to the increase in activities on the Alaskan segment as full scale construction nears.

Competition for Technical Expertise

Question: We are hearing that there is great competition for skilled personnel required in this project. Is the Government wage satisfactory in attracting the expertise needed to do your job as Federal Inspector?

Answer: The OFI has had some problems filling non-technical and clerical positions due to the requirement to relocate to Alaska. However, we are experiencing significant difficulty in attracting technical personnel with Alaskan and pipeline experience, especially engineers for our Irvine office. The Government salaries are not competitive with private industry, and we anticipate even greater difficulties once we relocate the staff to Alaska. We recently advertised for experienced engineers in the Houston, New Orleans, and Los Angeles papers and received only two responses. Also, over the past year many of our job offers have been turned down, the high cost of living in southern California and subsequent relocation to Alaska frequently cited as reasons.

Status of Certification Cost Estimate

Question: What is the status of the OFI/FERC staff review of the NAPCO certification cost estimate?

Answer: The "draft" Adger/Berman report to the Commission is being revised as a result of the Tulsa, Oklahoma, conference held on March 23 through March 26, 1981. The sponsors submitted additional materials for FERC/OFI review on April 13, 1981. Williams Brothers Engineering Company, the firm that is working for the OFI under contract, is also reviewing this added data and rechecking certain prior conclusions. The sponsors will also provide some additional data by April 27, 1981. Because finalization may take up to two months after April 27, 1981, a June completion date is anticipated.

Prebuild System

Question: What is the status of the prebuild of the pipeline project in Canada? What benefits are offered by the prebuild of the Western Leg and Eastern Leg to the overall project?

Answer: The first phase of construction on the Western Leg in Canada is essentially complete, with revegetation and cleanup scheduled for this spring. The construction of the Eastern Leg is scheduled to begin in May 1981.

In several ways the construction of the prebuild system will benefit the overall project. First, it represents a concrete step towards making the Alaska Natural Gas Transportation System a reality. The prebuild will be in full operation by the end of 1982. Second, the operation of the prebuild will provide additional cash flow and strengthen the financial reserves of the prebuild sponsor companies that are also involved in the construction of the full system. These funds will be available early enough for the companies to reinvest in the construction of the remaining 3,000 miles of the system during 1982-85, when the major project expenditures will occur. Finally, construction of the prebuild spreads out the demand for construction materials, labor and equipment, thus reducing the potential for shortages of critical items.

SUBCOMMITTEE RECESS

Senator McClure. The subcommittee will stand in recess until 9 a.m., Wednesday, April 22, at which time Secretary Edwards will testify regarding the fiscal 1982 request for the Department of Energy.

Mr. Rhett. Thank you, Mr. Chairman.

[Whereupon, at 4:10 p.m., Tuesday, April 21, the subcommittee was recessed, to reconvene at 9 a.m., Wednesday, April 22.]

DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS FOR FISCAL YEAR 1982

WEDNESDAY, APRIL 22, 1981

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met at 9:10 a.m., in room 1114, Everett McKinley Dirksen Senate Office Building, Hon. James A. McClure (chairman) presiding.

Present: Senator McClure.

DEPARTMENT OF ENERGY

STATEMENT OF JAMES B. EDWARDS, SECRETARY

ACCOMPANIED BY:
RAYMOND G. ROMATOWSKI, ACTING UNDER SECRETARY
AARON D. EDMONDSON, DIRECTOR, OFFICE OF BUDGET

PREPARED STATEMENT

Senator McCLURE. The committee will come to order.

Good morning. This is the time scheduled to hear the testimony of the Secretary of Energy on the major issues relating to the Department of Energy's fiscal 1982 revised budget proposals.

The revised total budget authority requested under the jurisdiction of the Interior and Related Agencies Subcommittee is $4.853 billion, which is some $2.083 billion less than the original January budget estimate, and some $5.6 million less than the revised fiscal year 1981 funding level.

This latter figure includes the Department's fiscal year 1981 supplemental and rescission request pending before this subcommittee.

Secretary Edwards, I want to welcome you here this morning, and invite you to introduce the people you brought with you that will be making statements or contributing to the answers to the questions this morning.

We have your prepared statement, which will, of course, appear in full in the record.

[The statement follows:]

STATEMENT OF JAMES B. EDWARDS

Mr. Chairman, Members of the Committee, I appreciate the opportunity to discuss with you the FY 1982 budget request for the Department of Energy. This budget fully reflects the Reagan Administration's energy and defense priorities as well as its view of the proper role of the Federal Government in energy.

BUDGET OVERVIEW

The Department of Energy's FY 1982 budget request totals $13.8 billion in budget authority. This represents a 13 percent increase over the funding estimates for FY 1981, as adjusted for proposed supplementals and rescissions.

Outlays for FY 1982 are estimated to be approximately $13.1 billion, less than 5 percent greater than the estimate for FY 1981.

Before discussing the budget request in detail, I would like to describe the framework upon which the FY 1982 budget is built.

THE FRAMEWORK FOR THE BUDGET

Two major factors have been considered in formulating the budget. The first is the need to bring the runaway Federal budget under control to assist in overcoming inflation and economic stagnation, rather than contributing to it. The second is a very different philosophy of the proper role of the Federal government in the energy field. I will discuss these factors in turn.

A vitally important theme underlying all decisions on the Department's budget for FY 1982 is the imperative need to control Federal spending in order to begin to bring inflation under control and restore vitality to the economy. Inflation cannot be controlled if the Federal government continues to spend far in excess of its revenues. The Department of Energy programs have been examined very carefully to reduce the rate of growth in Federal spending. However, the reductions apparent in this budget are not simply the result of an unfocused exercise in budget cutting; rather, they reflect the other determining factor in this budget, which is the Administration's energy policy and its views regarding the proper role of government in the development and deployment of energy technologies.

The Administration's energy policy has been formulated around the realities of the Nation's energy situation--taking "next steps" in areas where we have made progress and making fundamental changes in others. This energy policy framework is comprised of:

- A realistic energy pricing policy which decontrols oil prices and allows prices to reach world market levels. This policy recognizes the resourcefulness of the American people, delegates to them decisions on how energy can be produced and saved most effectively, and rewards them accordingly.
- Recognition that energy is an international issue, requiring clear-sighted understanding of the problems and opportunities that this entails, including support for oil stockpiles to deal with disruptions in world markets.
- Elimination of extensive subsidies for domestic energy production, which buys us little additional security and diverts capital, workers and initiative from more productive uses elsewhere in the economy.
- Prompt resolution of the regulatory and institutional problems inhibiting the use of nuclear power. Nuclear power is and will continue to be an integral part of the energy mix in this country. Utilities should not be subject to uncertainties in federal regulations that essentially eliminate nuclear power from consideration as an energy source.

- Reformed regulatory policies for other energy resources, particularly coal, which reconcile energy, environmental and other national objectives. The Nation's ample coal resources should be used cost-effectively.
- Refocusing the government's role in energy research and development in many areas to emphasize long-term, generic and high-risk, but potentially high payoff, activities.

Production and conservation of energy must be increased, consistent with the principles I have just listed. President Reagan's decision to end oil price controls is the first major step in this direction. In addition, the President's commitment to regulatory improvement should lead to increased domestic production of energy.

What this country must have, and what the Administration is committed to, is a more cost-effective and balanced approach to energy coupled with a firm resolve to increase energy production of all types, as determined by market forces. The FY 1982 budget is a clear expression of that commitment.

BUDGET SUMMARY

As previously indicated, the Department is requesting FY 1982 budget authority of $13.8 billion, with associated outlays of $13.1 billion. The major areas of budget growth are in funding for Defense Activities and the Strategic Petroleum Reserve, which show increases of 36 and 17 percent respectively. The energy functions of the Department, which represent 30 percent of the budget, show an 8 percent decline over the FY 1981 funding, due principally to the redirection of the fossil, conservation, and renewable resource programs away from demonstration and commercialization activities. The Department's General Science activities, which encompass basic research on the fundamental structure and behavior of matter, will increase almost 13 percent from FY 1981. Funding for Departmental Administration activities shows a modest 4 percent growth, which is largely attributable to the impact of inflation on a reduced level of support services.

In order to align the Department's ongoing programs properly with the FY 1982 funding request, FY 1981 supplementals of $1.4 billion and rescissions of $1.1 billion are being proposed.

The principal supplementals are $51 million for Defense activities and $1.3 billion for the Strategic Petroleum Reserve. Rescission requests are more numerous and affect various programs within the Department's energy function.

I would now like to highlight certain major elements of the Department's FY 1982 budget request.

SYNTHETIC FUELS PROGRAM

The President is committed to ensuring the efficient development of a commercial synthetic fuels industry than can produce competitively priced domestic fuels using our abundant resources of coal, oil shale, tar sands, and renewable materials.

By shifting the focus of Government synfuels programs to the newly-created Synthetic Fuels Corporation, the President's approach permits elimination of duplicative synfuels programs at the Department of Energy that will cost the taxpayer billions of dollars over the next five years. Encouraging synthetic fuels production through the Synthetic Fuels Corporation instead of through the Department of Energy, therefore reduces the likelihood that synthetic fuels promotion will become a major budget or economic burden in the future. This change in policy is reflected in our budget and rescission proposals for the Fossil Energy Research and Development and Construction appropriation accounts, and in our rescission proposals for FY 1980 funds appropriated to the Department from the Energy Security Reserve. The effect on the Department's Fossil

Energy accounts is described below. Rescission of funds for alternative fuel activities include $300 million for a second round of cooperative agreements and feasibility studies under the Alternative Fuels Production Appropriation, and the unobligated balance of the $745 million derived from the Energy Security Reserve for financial assistance to alcohol fuels, other biomass, and municipal waste activities. Tax credits to stimulate alcohol fuels production will continue, and should result in tax expenditues of $4.3 billion over the 1981-1986 period. The tax credit results in a subsidy of over $18 per barrel, which, together with the removal of price controls from domestic crude oil will make alcohol fuels more competitive and eliminate the need for additional incentives.

FOSSIL ENERGY

Consistent with the movement away from Federal involvement in commercialization activities, the Department of Energy will end its program of major technical demonstrations, transfer the interim alternative fuels funding program to the Synthetic Fuels Corporation at the appropriate time, and focus on supporting longer range related research and development. The proposed transfer of projects that involve international cooperation will be carried out in a manner that provides for continuity of DOE funding pending consultations with cooperating partners that are required under our agreements with them.

As a result of this change, current arrangements for direct Government funding of coal liquefaction and gasification demonstration projects will be terminated. The President intends to have the Corporation consider these and other projects either as full-sized synthetic fuels projects or as less than commercial joint-ventures.

In conjunction with the restructuring of the synthetic fuels program, the Administration plans to revamp fossil energy research and development and terminate fossil energy commercialization activities in the Department of Energy. This will allow substantial reduction in outlays while continuing effective support for longer-term research with higher potential returns to the Nation.

Substantial budget savings will result from the adoption of this policy, as funding for design and operation of major fossil energy pilot and demonstration plants is reduced or eliminated and reductions made in the near-term and company specific research and development work in coal. Deregulation will also provide sufficient incentives for the private sector to undertake many of the activities currently funded in the petroleum and gas research and development programs. Because of the proposed changes in the regulatory and tax areas, it is expected that technology development will not be slowed down because many of the activities now supported by the Government will be continued by the private sector.

To achieve this change in policy, some contracts will be terminated and a Fossil Energy budget of $441 million will be proposed for FY 1982. This is $1,131 million less than the January request. The Administration will also propose $320 million in rescissions for 1981.

SOLAR ENERGY

By placing greater emphasis on the private sector in developing and marketing solar products, and by eliminating price controls that have put the solar industry at a competitive disadvantage, Department of Energy Solar spending can be reduced by more than 60 percent in 1982 to $193 million, with cumulative savings of approximately $1.9 billion by the end of 1986. This can be accomplished without affecting the Federal government's support for longer-term research on emerging solar technologies. These budget changes will have little effect on solar energy use, which will continue a healthy rate of increase over time as solar tax incentives and rising conventional energy prices stimulate the demand for solar products.

Total Federal support for solar energy will remain extremely high under the President's proposal due to continuation of the solar tax credits, which are expected to reduce taxes for residential and business investors in solar energy systems by $2.6 billion between 1981 and 1986. Tax credits for alcohol fuels and biomass will provide an additional tax expenditure of $4.3 billion over the same time period.

The Administration will continue direct Government support for solar programs focused on advanced research concepts and exploratory development, but assumes that the private sector will be responsible for developing marketable systems once technical feasibility is established.

The Administration will also propose deferring construction of a permanent facility for the Solar Energy Research Institute until the mission of the organization is better defined and an appropriate staffing level agreed upon.

The Department is also proposing reductions of $101 million in FY 1981 consistent with the proposed policy thrust in the new FY 1982 budget.

OTHER ENERGY SUPPLY PROGRAMS

The Administration will propose a 34 percent reduction in energy supply programs in geothermal, energy storage, electric energy systems, environmental studies, and hydropower as part of the general effort to employ market forces instead of bureaucratically-administered programs to achieve national energy goals. These reductions will:

- terminate geothermal loan guarantees that serve merely to reallocate capital from more productive investments;
- eliminate funding for additional Government-supported commercialization of geothermal technologies that can and should be supported by the private sector;
- eliminate development and demonstration programs in electric energy systems and energy storage that can and should be supported by the private sector;
- terminate environmental studies that duplicate efforts of the Environmental Protection Agency and other Federal agencies;
- terminate subsidies for all additional small hydro-power demonstrations since sufficient incentives are already provided through a 21 percent investment tax credit and through credit programs in the Department of Agriculture.

The Department will propose rescissions in these programs of $69 million in FY 1981 funds and reduce its request for FY 1982 appropriations by $145 million.

ENERGY CONSERVATION PROGRAMS

Motivated by rising energy costs and substantial Federal tax credits, individuals, businesses and other institutions are undertaking major conservation efforts. Decontrol of oil prices and continuation of tax credits can be expected to accelerate these trends.

Some Federal conservation programs are, therefore, no longer necessary, while others may impede private initiative by imposing too great a regulatory burden on the public. Selected, long-term research and development activities are needed, however, as is assistance to schools and hospitals.

By eliminating unnecessary conservation programs and by better targeting remaining efforts, Department of Energy program outlays can be reduced by nearly 10% from the current base in 1981, by nearly 40% in 1982, and by a total of nearly $2.4 billion by the end of 1986.

Program reductions are proposed for the three types of conservation programs conducted by the Department: technology development, regulation and information, and financial assistance to State and local governments. Technology development projects that can be commercially viable without Federal assistance will be terminated. These projects include work on energy from urban waste, consumer products, advanced automotive engine design, electric and hybrid vehicles, and industrial processes. Other high potential projects that are unlikely to be supported by the private sector alone because they are high risk and long term, or apply to many industries, will be retained.

Regulatory programs mandating building and appliance efficiency standards and utility conservation services would impose massive regulatory burdens on the private sector and would be a nightmare to administer and enforce. Therefore, these programs are also eliminated. Consumers already are demanding and manufacturers are producing more energy efficient products and buildings without Federal standards. The Federal government's internal conservation efforts and certain information programs will be retained.

Total conservation research and development funding for FY 1982 is $88 million. Reductions totaling $138 million are proposed which will reduce FY 1981 funding to $212 million.

Financial assistance to State and local government conservation programs will be reduced and restructured. Grants for State energy offices and public outreach programs will be eliminated. Grants for conservation investments in public and non-profit schools and hospitals will continue at a reduced rate of approximately $100 million. These grants have proved their value in financing cost-effective conservation improvements in public facilities not eligible for tax incentives. Finally, the Energy Department's low-income weatherization assistance grant program will be incorporated into the Department of Housing and Urban Development's community development block grant program.

In order to accommodate this restructuring of the Department's grant activities, reductions totaling $117 million are proposed, which will reduce FY 1981 grant program funding to $336 million.

Also, the energy impact assistance grant program will not be funded in FY 1982, and a reduction of $52 million is proposed for FY 1981. These grants duplicate other programs and assume responsibility for activities that are more appropriately taken by State and local governments.

ENERGY REGULATION AND INFORMATION

The President's commitment to ending unnecessary Government regulatory programs will permit a sizeable reduction in spending and the removal of large numbers of Federal employees from Government payrolls. Oil decontrol has enabled the President to eliminate a substantial part of the Department's regulatory activities. Department of Energy programs such as the price and allocation regulatory functions of the Economic Regulatory Administration, interventions in State public utility proceedings, mandatory fuel-use restrictions, and the cumbersome coupon rationing system will be completely eliminated or replaced by streamlined programs relying on market forces.

The proposed reductions total $159 million, or a reduction of 59 percent from the January 1982 budget request. In addition, consistent with the FY 1982 request, a rescission of $33 million from the FY 1981 appropriations for the Economic Regulatory Administration is being proposed and an FY 1981 Supplemental request of $72 million for gas rationing is being withdrawn.

As part of the effort to reduce burdensome information gathering activities, the Administration plans a significant reorientation and reduction in the data and analytic services of the Energy Information Administration (EIA) in the Department of Energy. The FY 1982 budget request is $80 million, a $47 million decrease from the January budget request. A rescission of $13 million from the EIA's FY 1981 Appropriation is also being requested in order to make current information activities consistent with those proposed for FY 1982.

DEPARTMENTAL ADMINISTRATION

Various department-wide support and administrative functions carried in the Departmental Administration Appropriation will be cut back consistent with diminished activity elsewhere in the Department. The total appropriation request will show a small increase over the revised FY 1981 funding level. The 4 percent increase primarily reflects the impact of inflation on the reduced level of support services.

Energy Department overhead activities are proposed to be cut back largely to complement reductions proposed for other areas of the Department. Other proposed decreases occur in department-wide functions such as policy analysis, international energy activities, public information and other programs consistent with the need to reduce the cost of the government.

To achieve these results, the President will propose appropriate budget amendments as well as any legislation needed to reduce data requirements written into law.

NUCLEAR ENERGY

Our U.S. nuclear energy policies and programs can enhance U.S. national security by:

- realizing both the current promise and future potential of nuclear power for our national energy needs and for the needs of other countries.
- supporting the key role of the U.S. in international nulcear affairs thereby furthering U.S. nonproliferation goals and other nuclear policy objectives.

The FY 1982 budget for nuclear energy activities is $1,247 million, a slight increase over FY 1981 funding levels. Approximately 60 percent of the request is for Breeder Reactor Systems, which highlights the Administration's efforts to maintain breeder reactors as viable energy options for meeting future energy needs with domestic energy supplies. The Department intends to continue the Clinch River Breeder Reactor demonstration plant program, and continue the Water Cooled Breeder program.

Our budget request includes $299 million for our commercial nuclear waste program. This increase of $52 million is necessary to accelerate our identification of suitable sites for nuclear waste repositories, including a small scale R&D facility for operation by 1990. This also provides funding for the West Valley Demonstration Project and for the remedial action programs at uranium mill tailing sites at previously used Government sites.

The budget also includes $86 million to continue the advanced Isotope Separation Technology program, which is designed to develop a more economical technology for uranium enrichment, and $70 million to improve the safety, reliability, and economy of conventional reactor systems. Included within this request are funds for the continued examination and data collection on the Three Mile Island reactor.

DIRECT ENERGY PRODUCTION

The production activity is comprised of three components: the Power Marketing Administrations (PMA), Uranium Enrichment Activities, and the Naval Petroleum Reserve (NPR). Estimated gross revenues for FY 1982 are $5.7 billion. The Power Marketing Administrations sell electricity generated by Federal hydropower projects. The Department remains dedicated to the objective of operating the PMAs in a manner which will provide adequate and reliable electric energy and the FY 1982 budget request will accomplish this.

The Department enriches uranium in the U.S. to meet domestic, foreign and U.S Government reqirements for uranium enrichment services. Sales are projected at 13.9 million Separative Work Units (SWU) in FY 1982, resulting in revenues of $1.8 billion. The FY 1982 budget will support the continued production of enriched uranium from the existing gaseous diffusion plants and provide for the continued contruction of the centrifuge plant.

The legislatively mandated purpose of the Naval Petroleum Reserves is to produce the reserves at the maximum efficient rate of production. The budget request will provide the funding necessary to carry out this mission. It is estimated that the Federal share of production for FY 1982 will be approximately $2.5 billion in gross revenues.

STRATEGIC PETROLEUM RESERVE

The Administration is committed to an effective strategic petroleum reserve program. The Reagan budget provides for development of 750 million barrels of government-owned storage by 1989, in a secure and reliable system capable of a crude oil withdrawal of up to 4.5 million barrels per day. The FY 1982 budget request is $3,883 million, which includes $248 million in additional direct appropriation to offset the estimated loss due to decontrol of entitlement receipts projected for FY 1982.

The new Administration is taking an aggressive attitude toward filling the SPR as quickly as practicable. To accomplish this, the Administration is submitting an FY 1981 supplemental request of $1,305 million to offset the loss of entitlements under deregulation. Further, we are actively reviewing approaches which will accelerate the availability of storage capacity.

GENERAL SCIENCE

As part of its overall policy of reducing funding levels to assist in resolving the Nation's fiscal and economic crisis, the Administration proposes a reduction of $40 million from the January budget in the Department of Energy's general science programs in life sciences and nuclear medicine, high energy physics, and nuclear physics. This reduction to $568 million will still provide an increase over FY 1981 to cover anticipated inflation, in recognition of the importance of basic research in these and other fields of the natural sciences as an investment in the Nation's future.

DEFENSE ACTIVITIES

The budget request for Defense Activities is $5,000 million, an increase of $1,326 over FY 1981 funding. This budget provides increases in funding for weapons research, development, and production, testing, nuclear materials production, and upgrading of the DOE defense complex. These increases are needed to deal adequately with long standing problems within the DOE defense complex, and to enable the DOE to meet future Defense Department requirements for nuclear weapons.

The Defense Waste Management funding request of $390 million is 30% higher than the current year budget. This program provides for continuation of the waste operations program, the upgrading of waste handling and storage, and long term technology R&D efforts. The request includes funds for the terminal storage program at the Waste Isolation Pilot Plant (WIPP) Project.

The research program includes $180 million for inertial fusion, R&D, with potential applications for nuclear weapons technology and for commercial power.

Mr. Chairman, this Administration is fully aware of the depth and seriousness of the energy challenges facing our nation. The budget I am presenting to you today is intended to put the Department of Energy on a course which will deal with these problems resolutely and in a manner which recognizes that meeting these challenges requires the full cooperation and involvement of industry, commerce, individual citizens, and the Congress of the United States.

BIOGRAPHY OF JAMES B. EDWARDS

James Burrows Edwards was sworn in as Secretary of Energy on January 23, 1981. He was nominated by President Reagan on December 22, 1980, and confirmed by the United States Senate on January 22, 1981.

Dr. Edwards served as Governor of South Carolina from 1975 to 1979. During his administration as Governor, Dr. Edwards created the South Carolina Energy Research Institute to study energy resource options. He served as Chairman of the National Governors' Association Subcommittee on Nuclear Energy in 1978 and as Chairman of the Southern Governors' Conference in the same year.

In 1964 Dr. Edwards was elected Chairman of the Charleston County Republican Party, a post he held until 1969. He served as a member of the South Carolina State Senate from 1972 to 1974.

A practicing oral and maxillofacial surgeon in Charleston, Dr. Edwards received a B.S. degree from the College of Charleston in 1950 and a D.M.D. degree from the University of Louisville School of Dentistry in 1955. Dr. Edwards is the recipient of five honorary degrees.

Dr. Edwards is a member of the American Dental Association, a Diplomate of the American Board of Oral and Maxillofacial Surgery since 1963, and a Fellow in the American College of Dentistry and the International College of Dentists. He is also a member of Omicron Delta Kappa, a national honorary leadership fraternity and of Phi Delta, an honorary dental fraternity. Dr. Edwards serves on the Board of Trustees of Baker Hospital in Charleston and on the Board of Trustees of the College of Charleston Foundation.

During World War II, Dr. Edwards served with the U.S. Maritime Service. He was on active duty with the U.S. Navy from 1955 to 1957 and remained in the Naval Reserve until 1967, holding the rank of Lieutenant Commander upon discharge.

A native of Florida, Dr. Edwards was born on June 24, 1927. He is married to the former Ann Norris Darlington and they have two children, James B. Edwards, Jr. and Catharine Darlington Edwards.

INTRODUCTION OF ASSOCIATES

Senator McCLURE. You can proceed to summarize or highlight in whatever way you wish.

Mr. EDWARDS. Thank you, Mr. Chairman. I'd like to first introduce Mr. Aaron Edmondson, on my left, who is our Budget Officer; and Mr. Ray Romatowski, who is Acting Under Secretary.

SUMMARY STATEMENT

Mr. Chairman, if you will permit me a few opening points, I will summarize the testimony that will be entered into the record.

Our major policy themes are: We must bring Federal spending under control in order to dampen inflation and restore vitality to the Nation's economy. A realistic energy pricing policy will permit the marketplace to allocate resources more efficiently and effectively than Government. We must reform regulations to reduce the Government-imposed barriers to investment, production, and employment. DOE will focus on long-term, high-risk research and development and leave near-term commercialization activities to private industry.

And, resources must be devoted to national defense to improve and sustain the readiness of U.S. forces.

In support of these policies, the major DOE budget thrusts are:

We are sharply curtailing DOE activity in near-term commercialization and demonstration programs. We will significantly reduce our regulatory functions, both through administrative changes and through legislative proposals to Congress. We must restore our atomic energy defense activities to meet the current and future nuclear weapons and materials production requirements for our national security. We will pursue an aggressive expansion of the strategic petroleum reserve in both physical capacity for storage and fill rates. Finally, we intend to revitalize the Nation's nuclear industry through new policy initiatives for existing technology and through expanded R. & D. activities for future nuclear technologies.

BUDGET OVERVIEW

The highlights of our budget proposal are:

The fiscal year 1982 budget request totals $13.8 billion in budget authority, a 13-percent increase over the current fiscal year, as adjusted by $1.4 billion for proposed supplementals and rescissions of $1.1 billion.

Outlays for fiscal year 1982 are estimated at $13.1 billion, less than 5 percent greater than the estimate for fiscal year 1981.

The major areas of growth are in funding for defense activities, up 36 percent over current year funding levels to $5 billion in fiscal year 1982 and the strategic petroleum reserve, up 17 percent to almost $3.9 billion in fiscal year 1982.

Energy functions show a decline from fiscal year 1981 funding of $4.7 billion to slightly less than $4.1 billion in fiscal year 1982, principally due to the redirection of the fossil, conservation and renewable resource programs away from demonstration and commercialization activities and due to the curtailment of regulation and information programs.

With regard to commercialization and demonstration programs, the focus of Federal Government efforts to develop a synfuel industry will shift to the Synthetic Fuels Corporation where $17 billion in budget authority exists to support their activities.

Consistent with the movement away from Federal involvement in commercialization activities, the Department, in the area of fossil energy, will end its program of major demonstrations. The focus will be placed on supporting longer range fossil energy R. & D.

Greater reliance on the private sector will enable the DOE to limit its request for funding solar energy R. & D. to $193 million and funding for all our conservation activities to $195 million.

The Federal support for solar, alcohol fuels, and conservation remains strong with estimated tax credits of $2.6 billion between fiscal years 1981 and 1986.

In the area of energy regulation, the President's commitment to do away with unnecessary regulatory burdens is reflected in reductions totaling $159 million from the January budget authority levels for DOE regulatory activities.

The total defense activities funding increases to $5 billion in fiscal year 1982. This increase addresses the long-standing problem within the labs and plants of the DOE research and production complex. These funds are necessary if we are to meet future Defense Department requirements for nuclear weapons.

Defense waste management funding is 30 percent higher in fiscal year 1982 than the current year and includes funds for the waste isolation pilot plant consistent with congressional direction.

The fiscal year 1982 budget request for the strategic petroleum reserve is $3,883 million, which includes $248 million in additional direct appropriation to offset the loss of entitlement receipts due to decontrol. This funding supports a fill rate of 200,000 barrels per day in fiscal year 1981 and 230,000 barrels per day in fiscal year 1982.

We are also requesting a fiscal year 1981 supplemental appropriation of $1,305 million to offset the loss of entitlements during fiscal year 1981. Our goal is 750 million barrels of Government-owned storage by 1989.

The fiscal year 1982 budget for nuclear energy actitivies is $1,247 million, which is primarily directed at the long-term nuclear technologies. Funding for breeder reactor systems is $737 million, including $254 million for construction of the Clinch River Breeder Reactor demo project. Funding for commercial waste management is $299 million, including funds for an early experiment with actual emplacement of radioactive material in a facility before 1990. An additional $27 million is provided for R. & D. related to Three Mile Island cleanup.

This concludes my summary statement. I will be happy to answer any questions you may have.

For those that I can't answer, I will call on the gentlemen on my right and left to give you the answer in detail.

CHAIRMAN'S OPENING REMARKS

Senator McClure. Thank you very much, Mr. Secretary. We have discussed many of these items in other forums and personally. It is necessary for us to make a record for this subcommittee upon which to make decisions later.

There isn't any doubt that this Senator supports what the administration has attempted to do with respect to controlling inflation. The general objectives which you stated at the outset, are objectives which, I think, need restating at every opportunity.

I commend you for taking the opportunity this morning to do that because I think it is a necessary part of the understanding.

Mr. Edwards. Mr. Chairman, may I take this opportunity to thank you for your support of the administration's program?

Senator McClure. Certainly. We have made significant progress, although there is much progress to be made yet. It is only a good beginning. And it is a good beginning. Some of us are very concerned about whether or not the composite results of the budgetary actions taken will yield the desired end.

And nowhere is it more apparent to me than it is in the area of short-term response in energy supply. DOE appears in most areas to be taking more than its share of cuts. The Department of the Interior, which is another area of concern of mine, is another that has taken very deep cuts as compared to other programs. It seems to me and to others that many of the expenditures in the area over which you have responsibility do not result in the budget deficits we must avoid.

There is a feeling on the part of many of us that we may be doing ourselves a disservice in terms of increasing domestic energy supplies. And I guess that what we need from the administration is a clear statement of determination that we are not going to lose sight of the necessity to increase our domestic energy supply, reduce our dependence upon foreign oil, reduce our vulnerability to domestic and foreign policy distortions because of our dependence upon imported oil, and the number of things that this budget affects, that will affect our ability to achieve those goals.

One of the concerns that we have, or I have, has been specified to you before and I will say on the record that certainly those things—those areas of energy research that could be funded and likely will be undertaken by private enterprise ought to be done there. Those increased supplies of energy that will be produced in the private sector, we ought to leave to the private sector to do.

Clearly, at the other end of the spectrum are those that will be such high investments over such a long period of time, that even though the potential payoff is very great, the investment, the risk, the times are such that private enterprise is unlikely to make those investments.

And, therefore, the Government clearly ought to be involved in making those expenditures and involved in those programs. But between those two streams are a whole lot of subjective evaluations to be made about which ones are ready to go without assistance, which ones can go now with a little assistance, which programs are about ready to take off by themselves, which ones would take off if there were just a little now.

I guess my concern is we haven't measured that well.

[A brief recess was taken.]

ALCOHOL FUELS PROGRAM

Senator McClure. One of the areas the subcommittee deals with is alcohol. And the alcohol fuels program is going to be left, I think, to gasohol, primarily in terms of a tax incentive, and other than that, to the private sector.

Am I correct?

Mr. Edwards. What is that, Senator?

Senator McClure. That the only Government involvement in the alcohol fuels will essentially be in the fuel tax incentive for gasohol?

Mr. Edwards. Yes; that's correct.

Senator McClure. Other than that, it will be private sector?

Mr. Edwards. We hope to push it in that direction, Mr. Chairman. The 4-cent excise tax exemption, with only 10 percent of gasohol being alcohol comes to about a $16 support price for the production of alcohol fuel.

There are other incentives, too. When you look at the energy investment tax credit, and you look at the excise tax and sometimes, if your

State has a tax that it has forgiven on gasohol, for example, you can get considerable tax incentives that will be even greater than the total production costs, when you consider the fact that alcohol is a by-product of the grain operation. It pays you to produce alcohol in these cases with the tax incentives.

Senator McClure. There isn't any doubt that that's correct and yet, the distribution mechanism for fuel is primarily that of the major oil companies and their wholesalers, distributors and the retailers, down that chain.

They are not notably enthusiastic. Texaco is one of only a few major oil companies, I think, that has embraced gasohol at all. There are some of the other intermediate and smaller refiners that have. But the majors have not. They will not make a very large dent in that ultimate market until, somehow, the major oil companies and their distributors are involved in the distribution of gasohol. That tax incentive has been there quite a little while. It hasn't been sufficient yet to involve them.

The private sector increases in alcohol production have been primarily in small plants and that's where I see most of the interest. That will not feed directly into the majors' distribution chain because the majors want large-scale supplies. They want dependable, predictable, contributing supplies over a long period of time to justify getting involved in it.

What assurance can you give us that the whole lot of small suppliers across this country, small producers, feeding it to the lower end, near the retail end of the distribution network, is really going to make a marked impact upon the retail gasoline sales in this country?

Mr. Edwards. Mr. Chairman, I think that it will not make a marked impact so long as we have a good supply of gasoline. Later on, if the supplies of gasoline become shorter, then, the impact will certainly be felt and there will be greater participation on the part of all the oil companies, I think, to incorporate into their delivery system the alcohol. But it is such a small amount at this stage, that I think it's going to take some time and some increased production on the part of the private sector in alcohol fuels, and that is taking place.

INCREASED PRODUCTION OF ALCOHOL

Our statistics show that there is an increase in production of alcohol projected for the immediate future—almost double the amount that we are producing now. And, some of these that produce the most are the ones that get the least amount of Government subsidy. It is rather interesting to observe that.

But, the Government subsidies really have not, at this stage, had the opportunity, I guess, to make a mark on the market either. And, there have been substantial subsidies.

Senator McClure. I'm not in disagreement with what you said, because those that are producing are the ones that went ahead without waiting for Government subsidy. When they applied for the Government subsidy, the only persons that seem to have benefited from that are the so-called beltway bandits, wherever they may be located around the United States because of the feasibility studies, the engineering, all the rest that's required if they go with a Government grant.

If they don't do that, they're in production of alcohol already. So, there is some truth in the suggestion that the Government grant program has not produced as much alcohol as it has produced paperwork, which I guess isn't a matter of great surprise to many of us.

But the other side of it is, if, as a matter of fact we have a dependence upon foreign oil that's causing us concern, we should be more aggressively pursuing substitution rather than to say substitution will occur if we run into another shortage, which is the way I read your response.

Mr. EDWARDS. Mr. Chairman, I think that the substitutions will take place in the meantime, but we haven't had enough production yet for it to get into the mainstream of the market. I think that's what I'm saying.

In addition to that, I think our immediate problem could be solved much more readily by opening up some of our locked-up resources in this country, reducing some of the other regulations that keep us from increasing our own oil and gas production.

I think that would be the best way to approach our problems, the most economical and the most efficient way at the present time is to let the marketplace gradually stimulate production of alcohol.

Senator McCLURE. We are going to be dealing with the farm bill, which is not your responsibility. You don't have to duck that one. It doesn't even come across your desk. But that's going to be a major administration problem this year.

There is a relationship between the two. Because widespread alcohol production provides an additional market for the farm produce that may be in long supply in a world that can't afford to buy it. And that's another reason why, as a matter of national policy, alcohol fuels make more sense than perhaps if we looked at it in the isolation of energy alone.

Without belaboring that subject further, there have been some rumors around town that the administration may want to do away with the excise tax exemption on alcohol fuels.

Mr. EDWARDS. Mr. Chairman, I hope that's just a rumor. I have not heard that rumor.

Senator McCLURE. What would be the position of DOE?

Mr. EDWARDS. I would certainly be against repeal of the excise tax exemption because that's a stimulus for production of alcohol fuels, and I certainly think we need some help and support for these industries that are just getting started.

Senator McCLURE. Well, the rumors abound around this town, and we can't make policy on the basis of rumors, but sometimes we can set rumors at rest so that people who have to make the choices know at least that the rumors are not correct or not well founded.

Mr. EDWARDS. Mr. Chairman, I'll check that rumor out posthaste.

Senator McCLURE. To the best of your knowledge, there is no truth in it, and your position personally, and that of the Department, would be in opposition to such a move?

Mr. **Edwards**. That's correct.

FINANCING FOR THE STRATEGIC PETROLEUM RESERVE

Senator **McClure**. On the strategic petroleum reserve, as you know, the administration has asked for full funding. You have a supplemental pending for this year. The Committee on Energy and Natural Resources voted for full funding. We went to the floor of the Senate based upon full funding.

The Budget Committee took a different view of that and said out of the $3.8 billion, go find over $3 billion somewhere else off budget. And the Senate supported the Budget Committee.

So, so far as the Energy and Natural Resources Committee is concerned, and so far as the Appropriations Committee is concerned in the Senate, we are under directions of the Senate as a whole to find alternative off-budget financing for the strategic petroleum reserve.

Just this hour, the second day of hearings has continued. A subcommittee of the Energy and Natural Resources Committee is undertaking hearings on that subject matter. Is the Department currently preparing its own legislation designed to get SPRO off budget?

Mr. **Edwards**. Mr. Chairman, my position is that we need the strategic petroleum reserve and we need it filled. Now, how we fill it is another subject. I like the McClure-Warner approach to it that provides methods whereby you could develop off-budget or some other form of funding. In the meantime, if that failed, you would have direct financing to fill the strategic petroleum reserve. I think it's absolutely essential that we fill it and at a rapid rate.

And we certainly are looking into other creative ways to fill it, for example, the royalty oils from some of the States, particularly Alaska. We have been in touch with the Governor of Alaska. They want to stretch out their natural resources and they don't have a place to store it.

We would like to store it for them and maybe move it down, pay for the moving, put it in the strategic petroleum reserve and when it is drawn down, we could give them the benefit of the inflationary increases.

I think, Mr. Chairman, probably it will be a combination of two or three different ways: Direct funding, royalty oil, plus maybe some off-budget bond of some type, so that individuals could invest in oil futures. So, I think that that bill would be a satisfactory one. I don't see any need for our Department to sponsor a bill of its own.

OIL ACQUISITION FOR SPR

Senator **McClure**. There have been complaints by some that DOE has been doing excessive spot market buying of higher priced petroleum to go into SPRO. Is this, in fact, the case?

Mr. **Edwards**. Mr. Chairman, when the market has softened and the prices are right to purchase oil to go into the strategic petroleum reserve, my instructions are not to pay above the current market price. Most of the time, that has been below the spot market price.

There are certain requirements that we carry certain amounts of these cargoes in American bottoms and that type of thing. When you come to the total cost, sometimes it looks like we may be paying above the spot market. But that includes the transportation to the strategic petroleum reserve, the lifting, the total cost to the reserve.

Senator McCLURE. So, you don't think that the complaints that some are making that the DOE purchases at excessively high prices are well founded charges?

Mr. EDWARDS. We checked on that just recently and I was assured by those responsible that they were not.

Senator McCLURE. I wonder if you could provide to this committee, a list of the purchases, and the prices paid as compared to the spot market prices in the same date?

Mr. EDWARDS. We will be glad to provide that information to you. I will also submit, for the record, an explanation of our oil procurement policy.

[The information follows:]

OIL PROCUREMENT POLICY

The Department of Energy's policy is to purchase oil to fill the SPR as rapidly as possible while minimizing impacts on the crude oil market. Purchases are made through the Defense Fuel Supply Center through the competitive procurement process to the maximum extent practical as prescribed by the Defense Acquisition Regulations. Prices paid for each generic crude are restricted to the current market range at the time of the purchase.

Since market conditions will vary while SPR purchases are ongoing, the specific type of procurement utilized will depend on prevailing market conditions at the time of purchase. It is expected that purchases will be made through one or more of the following procurement methods: long-term contracts, spot market purchases, or an exchange of NPR production.

The recent purchases made under the continuous open solicitation were undertaken during a time of a prevailing surplus market and have resulted in spot market purchases which in most instances were below official selling prices and the prices being paid under commercial term contracts. In all cases the prices paid were within the market range as determined by a market analysis.

On two occasions since starting spot market purchases no awards were made as prices offered were determined to be too high and outside the market range.

COMPLIANCE PROGRAM

Senator McCLURE. Thank you. For 1982, the compliance account under DOE's Economic Regulatory Administration has been reduced from $70.9 million to just $11.9 million. We all know that ERA is shifting out of the more expensive audit phase into the litigation phase. But nevertheless, there have been some concerns expressed that the Department may not have adequate resources to fully carry out its responsibilities resulting from the alleged overcharges of major and other refiners.

What assurances can you give to this committee that this level of funding will be adequate for you to fully carry out your responsibilities in this regard?

Mr. EDWARDS. Mr. Chairman, we felt that we could do this job adequately with the funds that we had. But there were certain costs to us for terminating some of the employees in that division, and those costs were a little more than we had originally planned on. So, we have seen that we are going to need some additional funds and we have asked that these funds be carried over.

Some of the 1981 funds will be carried over to 1982, to help us fund this. If that's done, I think we can handle the responsibilities in that section very well.

Mr. Chairman, if we can't, we certainly have an additional year in 1983 that we can come back and ask for additional funds to help us. None of these cases will go unchallenged.

Senator McClure. All of the pending cases that have been brought up through the audit phase are moving into the litigation phase and will be prosecuted?

Mr. Edwards. That is correct; if there are any violations found, they will be prosecuted. There will be no amnesty for big or small oil companies, so long as I'm Secretary, Mr. Chairman.

FUELS CONVERSION PROGRAM

Senator McClure. In this same ERA budget, you proposed no 1982 funding for the fuel conversion program. While I, of course, understand the changes in the administration of the program due to the complete decontrol of petroleum, nevertheless, conversion away from oil is an important and necessary step in reducing our reliance on imported supplies.

Do you share the conviction that we ought to be continuing to find ways to get conversion away from imported oil?

Mr. Edwards. Mr. Chairman, theoretically, I do. Practically, I'd like to allow the industries involved to make that decision based on the economics at the time rather than being forced to make decisions.

There are so many horror stories about—an example that I can think of right now is that one of the utilities has an operation where they are flaring some natural gas and they are not permitted to burn natural gas. It is practically on the same block that the utility is in. And I think that that is a waste of resources.

I think it should be decided on an individual basis. And I think that the marketplace is going to push these utilities and other industries to convert to the cheaper fuel. I think that this will be the driving force, as it always has been in the history of this country, to take steps along that line.

Senator McClure. Does DOE plan to continue to push away from petroleum or are you going to do anything other than mandatory conversion? Do you have any plans that would stimulate or assist or eliminate obstructions to conversion away from imported petroleum?

Mr. Edwards. Mr. Chairman, we hope to have a position on that as soon as we get some studies back that we are doing with relation to natural gas deregulation. And we will recommend some changes for example, in the Fuel Use Act. But beyond that, we have no specific plans.

Senator McClure. But are you working on the background for such plans? Will you be coming forward with something later this year?

Mr. EDWARDS. For changes in the Fuel Use Act, yes. We're in the process of discussing that in some detail right now and we have not really reached any specific conclusions.

STATE AND LOCAL GRANT PROGRAMS

Senator MCCLURE. Among the most popular of DOE's programs slated for greatly reduced or zero funding for fiscal year 1982 are those State and local programs carried out under the energy conservation appropriation. Included in this State and local subactivity are the schools and hospitals grants program proposed for a reduction of $81.25 million to a 1982 level of $100 million, and the emergency energy conservation program reduced from $12 million in 1981 to $2 million in 1982.

Also proposed for zero 1982 funding are the local government building grant program, the energy policy and conservation grant program, the energy conservation and production grant program, and the energy extension service.

I should also mention, of course, that the weatherization assistance grant program will not be funded by DOE, but will be moved to the Department of Housing and Urban Development.

Collectively, these programs amounted to some $452.8 million in fiscal year 1981, while being reduced to some $106.9 million for fiscal year 1982. This, of course, explains the concerns expressed by many State and local governments, because many of them have so far relied on relatively large Federal assistance programs. As most of us realize that significant cuts will ultimately be made, many of these local governments have suggested that DOE make the remaining funds available in a block grant, thus letting the State and local entities make their own spending decisions.

Has the administration looked at that possibility and taken any position with respect to that proposal?

Mr. EDWARDS. Senator, I'd like to ask Mr. Romatowski to respond to that in specifics. But generally, having previously been a Governor and having previously taken advantage of all these Federal programs that came to my State while I was Governor, I always wondered to myself how a Federal Government that is almost $1 trillion in debt, could find a way to help a State government that has incorporated into their constitution a mandate to balance their budget on an annual basis, a government that has a triple A credit rating, a government that has no deficit or debt; but the Federal Government could come up with all these great programs to help the State. It never made sense to me.

When I was Governor, I accepted their generosity, of course. But even then, I wondered how it could happen and since coming here, I still wonder why we should be supporting State governments, who for the most part, have no debt at all, when we are lingering here close to the trillion dollar mark. But with the specifics, I'll ask Mr. Romatowski to respond directly to your question.

Mr. ROMATOWSKI. Mr. Chairman, with respect to the components of our State and local grant programs, each one was being handled a bit differently. The low-income weatherization program is being transferred there, the Secretary is taking a strong position vis-a-vis the Secretary of HUD to consider energy assistance kinds of programs in that activity.

In terms of the schools and hospitals, we simply reduced the dollar volume of the program to enable us, and also the recipients of those grants, to take a deeper breath in terms of the pace of the effort, so that they could do their own local planning a bit more in accord with the way the funds were flowing.

In terms of the grants made to States for everything from management planning to energy extension service, there again, I think we're reflecting the administration's desire to move away from the large number of categorical grants which are in effect on the Federal Government level and move more toward the block grant kind of approach that will allow decisionmaking to really be made at the State and local level. So, even though the total magnitude of dollars associated with these types of programs in DOE is considerably lower, if the prospective is one of the Federal Government's involvement in State and local communities across a whole range of activities, I think if you look at it in that context, there is more of a logical arrangement being forged by this administration.

Senator McCLURE. Do you know how much money has been programed to be included in the HUD block grant for this weatherization figure?

Mr. ROMATOWSKI. I believe that the total rehabilitation program is $1 billion. I'm not certain of exactly what portion of that will actually emerge in terms of weatherization of low-income homes. But we can certainly make some estimates.

Senator McCLURE. Would you do that and provide it for the record? Because it's easy to see we're looking at a possible transfer. At the same time, it is easy to lose that when HUD is also consolidating into a block-grant approach. You could aggregate a number and leave out the financial assistance completely, not just reduce it.

I'm a little concerned that in the transfer, we may lose track of whether or not the funding, or any portion of it, is there. There are those who are not great admirers of the efficiency of the Department of Energy who have suggested that no matter how bad DOE is, HUD is worse. That's kind of a left-handed compliment, I guess, in a way. They are saying what makes you think HUD can do it better than you? Perhaps in another way of phrasing it, why do you believe that HUD won't do it worse than you did?

Mr. ROMATOWSKI. Actually, Mr. Chairman, the hopeful aspect is that the community block grant program actual decisionmaking will be made at the State and local levels and that, I think, should give us more assurance that the right kind of priorities will be used.

[The information follows:]

WEATHERIZATION

In fiscal year 1982 the present urban development action grant program (UDAG), community development block grant program (CDBG), and weatherization assistance program (WAP) will be incorporated into a single block grant program called community development support assistance (CDSA). The proposed budget for this new program is $4.166 billion. The grant program does not identify specific amounts for the component programs since the purpose of this concept is that the decisionmaking for the use of these funds will be made at the State and local levels. Although we are unable to determine how many low-income homes will be weatherized in the future, HUD has indicated that currently 30 percent of the CDBG, or approximately $1 billion annually, is used to rehabilitate low- and moderate-income homes.

RADIOACTIVE WASTE STORAGE

Senator McClure. What you're trying to say is neither HUD or DOE do it. The taxpayer should take heart in that.

Mr. Edwards. There is a about a 25-percent savings this way, Mr. Chairman.

Senator McClure. I guess what we're trying to look at is make sure there's not more than 25 percent and as a matter of fact, the aggregate figures only reflect 25 percent overall. Mr. Secretary, you made reference to the funding for radioactive waste storage proposals during 1982. Has the administration settled on any specific legislative vehicle?

Mr. Edwards. Mr. Chairman, I'll have to consult with Mr. Romatowski here about that.

Senator McClure. The Senate passed legislation last year, the House passed legislation last year, the conference between the two bodies failed. I was just wondering if the administration is going to propose some specific legislation in this field, or whether you just simply support the efforts that are being made upon the Hill?

Mr. Romatowski. At the moment, Mr. Chairman, it's the latter case. Our understanding of the situation is that the leadership of both chambers is working toward a legislative proposal that we will find certainly very acceptable and satisfactory, so we think the latter approach is much better at the present time.

Senator McClure. There isn't anything that has a higher priority as far as this is concerned than demonstrating to the American people that we do know how and do have the technology to take care of radioactive wastes. It was reported in one column very recently, that one of the reasons that the legislation did not get administration support last year was that it was for retrievable storage. Does the administration this year have a prejudice against retrievable storage, as compared to geologic—the fixed storage?

Mr. Edwards. Mr. Chairman, we would certainly go along with retrievable storage. Regarding the specifics of that bill, I would like to see it with an accommodation of both—a geological repository that is also retrievable. I personally have never seen why we couldn't have both, the best of both worlds there. So that if you didn't want to retrieve it, you wouldn't have to. But if you did want to retrieve it, you certainly could.

Senator McClure. Well, it strikes me and always has, that what we call a waste, which we view as a problem, really ought to be viewed as a potential energy asset. Therefore, the more of it that has that characteristic ought to be placed in retrievable storage, rather than placed in geologic storage, in effect, sealed away for all time to come.

Mr. Edwards. If you're talking about the——

Senator McClure. High level.

Mr. Edwards [continuing]. Spent fuel rods, the unreprocessed spent fuel rods, certainly, I'm in favor of retrievable storage, no question about that.

Senator McClure. Whatever the form may be, if they have a potential for future energy production. Certainly the low-level radioactive wastes, much of which are just the smocks and the mitts, the boots, the tools that are used by those who work with the radioactive materials, have no such potential. I don't believe that's what we're talking about as future energy sources. But I think it needs repeating that the uranium tails, the ore that's gone through the enrichment process and has been discarded as waste, which we now store in 55 gallon drums around the country in storage yards, could supply 50 quads of energy for 220 years, if we had a breeder reactor program through which it could be run. At today's oil prices, that's worth something on the order of $26 trillion. It would seem to me that that's a waste that we ought not be locking away, making it irretrievable. It's something we ought to put in the bank for future use. If we're looking at radioactive waste storage, we ought to look at it from the standpoint of how do we put this away until we're ready to use it.

Mr. Edwards. I'm in complete agreement with that.

Senator McClure. Too many people believe that there is a tremendous danger involved in these things and yet, it's been sitting around for years. Too many people believe that the radioactive wastes are terribly, terribly dangerous. I don't know how many times I've heard it said that plutonium is the most toxic substance known to man. I could name any one of a dozen toxins that are more potentially toxic than plutonium. But we're not even talking about plutonium. We're talking about low-level wastes, generally speaking. The high-level wastes, the very radioactive materials, degenerate. They decay very rapidly. That's why they're high-level wastes. They're gone very quickly. In about 600 or 700 years, they've gotten down to the same level of radioactive emission as the ores from which they were mined in nature in the first place.

GASOLINE RATIONING

It's not an insurmountable problem. There's a tremendous lack of public understanding about that. I'm going to ask a question which I think is obligatory. I don't have the answer to it myself, and I hope maybe you have the answer. What are we going to do about gas rationing? There isn't anybody that wants to look at that. Congress never could come up with an answer. All the Congress could do is say to the administration, you come up with an answer. The last administration did come up with one, which a substantial majority of the Congress thinks is a disaster. But the substantial majority of the Congress that isn't going to touch it, also doesn't have anything better to offer. The solution of this administration has been to do nothing. We won't approve or carry forward with what the last administration suggested be done. We'll not come up with any alternative. Is that still where we're coming from downtown?

Mr. EDWARDS. Mr. Chairman, I think we have an alternative and certainly, you asked what we're going to do with gas rationing. I hope the answer to that will be nothing, because it would be a disaster. It was a disaster during World War II, when we had it. I'm old enough to remember those days and anybody that could find a dollar could buy all the gas rationing coupons they wanted off the black market. The bureaucracy would be untenable. The coupons, I understand, that were printed, could be put into a change machine and get a dollar's worth of change. The whole thing has been poorly planned, I would say, but it was dictated by the Congress. We have the coupons stored away in safekeeping. I hope we never have to move into that. We're working on our contingency plans now. We hope that for shortfalls that are not too severe, the marketplace would be able to allocate resources. We haven't got the mechanism worked out yet.

CONTINGENCY PLANNING

If the price gets too high, you can have some redirection of the funds in some manner. But we feel that the marketlace and the private sector have a better allocation mechanism than a Government could ever create. I think most of the gas lines, everybody will admit, were created by Government not being able to allocate adequately.

So, we are working on that right now. We have some contingency plans that are being drawn out. When we get those plans in detail, we'll submit them to the Congress for their use and for their consideration. But we will have a stepwise system, whereby shortfalls of a certain amount will be treated one way; shortfalls of another amount will be treated another way.

Ultimately, I think, Mr. Chairman, in very severe shortfalls, where the national security is at risk, you have to have some allocation process whereby the armed services, for example, and strategic industries, can get an adequate amount of fuel to carry out the mission for survival. So, there are going to be several different categories of emergencies that will be addressed in this contingency plan.

Senator MCCLURE. When did you expect to have that developed?

Mr. EDWARDS. Mr. Chairman, we should have it completed in the next 60 days.

Senator MCCLURE. I don't think there's any question on the part of most of us here in the Congress, that the efforts to allocate marginally short supplies is best left to the marketplace. But at some point, the shortage becomes so severe that the marketplace no longer will allocate efficiently to meet the national needs during that period of emergency. You get to the point where you have to make sure that ambulances and police cars have enough gasoline to run while people that want to go to the beach and have enough money to pay for the gasoline, don't waste the short supplies during that critical emergency.

Mr. EDWARDS. Mr. Chairman, I think once again, the best way to prevent that kind of emergency is to plan ahead by filling the strategic petroleum reserve, for example, developing our domestic resources so that we can have adequate domestic supplies, so the destiny of this country isn't held in the hand of some foreign countries whose own security is rather fragile from time to time.

Senator McClure. Certainly, we agree with that. There's a period of exposure between now and then. Even with our best efforts, it will be sometime before we get to the point where we can comfortably rest assured that we have enough supplies, domestically available, to avoid any such problem, if an immediate, abrupt and total cessation should come out of the Persian Gulf, for example.

Mr. Edwards. Mr. Chairman, no one is more aware of that than I.

Senator McClure. We don't seem to have a mechanism in place that anybody likes. I suspect one of the first things we must keep in mind with respect to rationing is that it doesn't make an adequate supply available to everyone. It spreads the shortages around. And most people have wanted to look at rationing as though somehow, if we have a rationing scheme, I'll get enough for myself. The purpose of rationing is exactly the opposite, to make certain that everybody shares in the shortages, irrespective of their economic power, the economic strain, or their ability to buy. There was an intriguing suggestion made in the hearing before another committee yesterday, with respect to the allocation of food supplies. And that is, that perhaps if Government would give assurances that there would be no price controls or allocation mechanisms in the future, that people might begin to buy and hedge on the market. But, so long as there is the likelihood or the ability that a Government will get into the allocation of supply and/or price controls with respect to the crude which is available in future markets, at a time of shortage, then there isn't anybody that wants to speculate in that, because Government introduces too much risk.

So, maybe a growing out of that is the possibility that we would move towards at least a freeing up by contract or agreement, some portion of the crude market and final product market. So that people who are in the business can buy ahead and hedge and speculate, as they do in other commodity markets, assured that the Government would not interfere with either the availability or the allocation or the pricing of that portion which is under such agreement.

Mr. Edwards. Mr. Chairman, I think that that certainly should be considered. But there's evidence now that a lot of our industries, since the previous problem we had, are building their own strategic reserve, not necessarily petroleum, but alternate fuels.

Senator McClure. But the more Government gives them assurance that we'll allocate in the future, the less likely they are to tie up their capital in doing it for themselves. Is that correct?

Mr. Edwards. There is a lot of truth in that, yes.

ADDITIONAL COMMITTEE QUESTIONS

Senator McClure. Somehow we have to stimulate them to desire to do it. Mr. Secretary, thank you very much for your testimony this morning. There are a whole host of questions that could have been asked. Some we will submit for the record; please respond to these in writing for the record.

[The following questions were not asked at the hearing but were submitted to the Department for response subsequent to the hearing:]

ADDITIONAL COMMITTEE QUESTIONS

Solvent Refined Coal

Question: As you know, Mr. Secretary, most of the synthetic fuels techniques available to us today can process only limited types of coal, principally the more reactive, non-caking coals found in the West. DOE's past technology development programs, such as the two solvent refined coal projects, have attempted to expand our technologic flexibility so that other Midwest and Eastern coals can be utilized. In your opinion, were projects such as these the kind of thing DOE should have been involved in? To what degree should DOE be involved -- or what is the proper role of DOE in this regard?

Answer: DOE has properly been, and continues to be, involved in technology development programs whose objective is to expand our technologic flexibility so that other Midwest and Eastern coals can be utilized in solvent refined coal processes. Only in this way can the United States expect to maximize the utilization of its enormous, varied, coal reserves in an environmentally acceptable manner. For example, the large deposits of Eastern bituminous coal with its high sulfur content is not suitable for use as a fuel in its present form because of the inability of existing combustion devices to burn it within current air quality emission standards. This results from (1) the inability of current air emission control equipment to adequately remove pollutants from the fuel combustion discharge stacks and (2) the prohibitive costs for developing, designing, fabricating, and installing control equipment which could achieve the required air emission control standards.

Future DOE synfuels activities would be limited to long-range, high-risk endeavors. Once proof-of-concept has been attained, it would be the private sector's responsibility to continue development and application of the technology. A key facet of the Federal R&D policy that is oriented solely to high-risk technology is that it removes the Government from the position of having to choose between potentially competing technologies for scale-up. Private firms, each reading the signals of the marketplace, would be responsible for making these choices knowing that they would not have to compete against a similar Government-subsidized effort. More properly, the Government can accelerate the commercial introduction of new and better technology by creating the proper climate for private investments and risk-taking.

Question: Do the SRC-I and SRC-II and other such Fossil Energy projects belong under the jurisdiction of the Synthetic Fuels Corporation? If so, what steps is DOE taking to facilitate such a move, particularly for SRC-I and SRC-II? How about for the other projects, such as High-Btu Gasification, Peat Gas, and others?

Answer: We believe that the SRC-I and SRC-II projects belong under the jurisdiction of the Synthetic Fuels Corporation. This will provide a consolidated and focused responsibility for construction of synthetic fuel facilities and the Corporation has the authority to support commercial and less than commercial scale facilities which meet the criteria of "modules".

The Department and SFC have encouraged all project sponsors to seek SFC support since the Department has proposed to end its programs in FY 1981. Informal points of contact have been established at both the Corporation and the Department. We are involved in discussions at the staff level with the Corporation in providing technical background and status of those technologies for which the Department is presently involved and the Corporation has received a proposal for consideration under their recent solicitation.

However, in regard to peat gas, the development of a suitable technology data base to evaluate its potential as an alternate energy source is a recent Fossil Energy effort. As part of that effort, a number of individual projects have been initiated to investigate the parameters that are important to converting peat to a fuel gas. However, these projects are, for the most part, at the PDU level of development. Although one concept for peat gasification (i.e., multiple fluidized bed system) has reached the pilot plant stage, this effort is in the very early stages of implementation; therefore, no steps have been taken to transfer this project to the Synthetic Fuels Corporation.

Question: Funding for SRC-II has been proposed for deferral pending negotiations with the West German and Japanese governments, partners in the project. Can you tell the Committee the current status of these negotiations, including what tentative or final determinations have so far been made?

Answer: Delegates from Japan, the United States of America and the Federal Republic of Germany, the three countries participating in the SRC-II project, held a meeting in Tokyo on April 14 and 15, 1981. At the meeting, the delegates reviewed changes in circumstances surrounding the project since July 1980 and discussed ways of future cooperation among the three countries regarding the project.

Delegates from Japan stressed their view that this project is a symbol of international cooperative efforts to undertake research and development on alternative energy resources. In light of this view, they expressed regret that reviews on points relating to the project's basic scheme were being proposed only after such a short period since the three governments formally agreed in the implementation of the project, and presented Japan's preference to maintain the existing scheme. However, they added that the Government of Japan would be agreeable to consider proposals by the other participating countries provided that there are no changes in key substance of the scheme.

The U.S. representatiave explained the U.S. Administration's policy on alternative energy development. The representatives of the Federal Republic of Germany and Japan were asked their opinions regarding the U.S. proposal to have the project considered by the Synthetic Fuels Corporation rather than to have it continued to be supported in the budget of the Department of Energy. As a separate matter, the U.S. explained that it was now re-examining the cost of the project and that is is likely that the cost would increase substantially. In this regard, the U.S. discussed the possibility of reducing the construction cost of the project by considering a smaller-sized plant.

The representative of the Federal Republic of Germany expressed his government's concern over the project's cost increase , and said that it was necessary to investigate changes or alternatives to the originally agreed project in order to maintain cooperative efforts of the three partners in this area.

In a candid and friendly atmosphere, it was agreed that it would be necessary to evaluate more closely the project's current cost and schedule estimates before deciding the future course of the joint efforts to develop new coal liquefaction technology. The three governments will continue their consultations on these various matters. The delegates planned to meet again during June 4-5 for necessary decisions.

Coal Policy

Question: Despite your reorganization efforts, some of the coal related responsibilities still appear to be scattered throughout the Department. Perhaps it would be impossible to ever totally get away from this. At any rate, because of the split that still does exist, is any one office with DOE responsible for coordinating these various coal related activities? If not, do you plan to establish such a lead group or division?

In the same respect, I have long felt that the policies and actions of other agencies often have far greater impact on coal production and use than does the Department of Energy. The Departments of Interior and Transportation, the Interstate Commerce Commission, and the Environmental Protection Agency all have major roles, and it just seems obvious that good coordination among you is a must. Within your reorganization plans and within your budget, have you assigned responsibility to any particular division to monitor these other agencies and, where possible, coordinate your efforts? If not, do you intend to?

Answer: In the Department of Energy, coal mining, preparation, processing, and utilization research and development has in the past, and still is, consolidated under the Assistant Secretary for Fossil Energy (ASFE). The recent departmental reorganization has had the effect of further consolidating coal related activities under the ASFE. Activities, such as coal leasing policy, coal transporation, and anthracite coal are now under the ASFE.

Most of our external contacts have historically involved the Departments of Labor, Interior, and Transportation, and the Environmental Protection Agency.

We have developed formal interagency agreements with these organizations to ensure coordinated activities, which we believe have been very effective in bridging the various departmental or agency boundaries.

QUESTIONS SUBMITTED BY SENATOR BYRD

Strategic Petroleum Reserve

Question: Mr. Secretary, the April 22 issue of Energy Daily includes an article entitled "Wall Street's Finest Advise Senators to Forget Private Financing of Oil Reserve", a copy of which will be incorporated into the record at the conclusion of my question. Would you please comment for the record on this article?

Answer: I agree with the testimony of those witnesses who appeared before the Senate Subcommittee on Energy and Mineral Resources that the preferred method of financing the Strategic Petroleum Reserve is through direct appropriation. The Administration has consistently supported the prompt development of a large Strategic Petroleum Reserve as an essential element of United States foreign policy and national security preparedness. Continuity of funding is a pre-requisite to meeting the Administration's commitments on filling the Strategic Petroleum Reserve as rapidly as possible.

Complex tax proposals and other incentives for private stockpile do not guarantee that a large United States oil stockpile will be available to mitigate the adverse effects of a major supply interruption. An alternative which may be proposed to the current method of financing the Reserve must not only assure continuity of program development but also retention of Presidential authority to use or withhold use of the Reserve as a national security asset and in keeping with United States foreign policy.

The Department does not favor mandating private sector contributions of oil or capital to the Reserve as envisioned by S. 707 to reduce budgetary impacts. Conversely, obtaining voluntary private investment in the Reserve requires marketing a new and untested financial instrument, entailing great uncertainty in results, particularly for the initial years. Therefore, we would agree that immediate full reliance on voluntary private investment does not assure funding continuity. Furthermore, the development of a financial instrument is a complex undertaking in which the financial community needs to be involved. Rather than including specific provisions on maturities, sales schedules, price indices, and volume requirements contained in H.R. 2304 it would seem preferable, if an alternative financing mechanism is mandated, to use such legislation to describe the overall limits within which the program could operate, leaving detailed planning to the Executive Branch.

Debt Collection

Question: What are you doing in the area of debt collection?

Answer: Since mid-1980, the Department of Energy's Controller has placed increased emphasis on the Department's cash management and debt collection efforts. The first major step taken by the Controller was to establish a Cash Management Branch in his office, whose major function is to develop, issue and enforce Departmental policy and procedures for cash management and debt collection. Existing fiscal policy and procedures have been revised to strengthen those areas which were addressed jointly by OMB and the Department as a result of both the Cash Management and Debt Collection studies. In those areas where strengthening of existing practices and procedures as deemed insufficient, new policies or procedures have been or will be developed.

Specifically, a Departmental cash management practices and procedures manual was released in December 1980. It implemented the cash management/debt collection provisions of the Treasury cash management regulations. The Department's manual addresses such areas as timely and accurate billings; quick processing and depositing of receipts; controls over and collection of accounts receivable and charging interest on delinquent accounts. Further reductions in our receivables will result from increased efforts to require advances, rather than performing work on a reimbursable basis. Additionally, we have instituted a very strict policy on payroll travel advances which requires payroll deductions for delinquent advances.

Question: Are you charging interest on those overdue accounts?

Answer: The Department of Energy and its predecessor agencies have been charging interest on overdue accounts at a minimum rate of 12% since November 1973. On April 1, 1981, the Department started assessing interest on overdue accounts at the quarterly current value of funds rate which is determined by the Treasury Department. Use of that rate is also required under the Federal Claims Collection Standards. The rate for the second calendar quarter of 1981 is 17.74 percent on an annual basis. Use of this rate will provide a significant incentive for DOE debtors to pay their debts when due and provide the Treasury with a measure of return for those receivables which are delinquent.

Question: What kind of improvement can we expect to see by next year?

Answer: We feel that one of the major problems in the past was the lack of consistently applied practices and, in some instances, lack of attending to the problem. The concentrated efforts made by the Controller in the areas previously addressed have had and will continue to have a positive impact on our debt collection.

Total non-Federal receivables which were $675.9 million as of September 30, 1980 have been reduced to $463.5 million as of March 31, 1981. Total delinquencies have been reduced to approximately $105 million, of which approximately $91 million is over 90 days delinquent.

It is difficult to project the dollar amount of improvement in the next year since certain of our receivables present unusual problems. For example, out of the approximately $91 million that is over 90 days delinquent, $89.3 million is not immediately collectible because:

- $38.9 million is owed by General Public Utilities and Jersey Central, the operators of Three Mile Island. Until they are operational and/or receiving either state or Federal funding, this receivable may not be collected. They are currently paying interest on this debt.
- $21.8 million is owed by the consortium of utilities involved in the Clinch River Breeder Reactor project. Indications are that this will not be collected until the project is restarted.
- $12.4 million is owed by Chevron in a dispute over the unit agreement at the Naval Petroleum Reserves. This is in litigation.
- $16.2 million is owed by Pacific Gas and Electric (PG&E) as a result of a rate dispute. This money is being escrowed by PG&E while litigation is in process.

In summary, we feel we are taking effective steps to limit the amount of our controllable delinquencies and the total amount of our outstanding receivables.

Department of Energy Audit Program

Question: What is the Department of Energy doing about its backlog of unresolved audits?

Answer: Both regulatory and non-regulatory audits are tracked in separate centralized audit followup systems until all action has been satisfactorily completed. Reports on the status of audit followup are provided to the Secretary of Energy and to the Congress.

Question: What kind of improvement can we expect to see by next year?

Answer: All non-regulatory audits over six months old will be resolved by September 30, 1981. As for regulatory audits, a continuing effort will be made to reduce the backlog of administrative notices and orders which require companies to take remedial action in regard to violations of Federal pricing and allocation regulations. These enforcement actions are subject to administrative appeal and judicial review. Litigation on contested matters could take years before final resolution.

Question: What is the status of a centralized tracking system for DOE audits?

Answer: Centralized tracking systems have been established for both regulatory and non-regulatory audits. The systems are maintained separately because of the difference in the nature of the audits and the steps necessary to resolve the findings.

Department of Energy Travel Budget

Question: A draft report from the Office of Management and Budget (OMB) indicates that Department of Energy employees made 67,164 trips in fiscal year 1979, the latest year for which these statistics are available. Another budget document published by OMB indicates your Department spent $26 million on travel in fiscal year 1979. The January 1981 budget includes $44 million for travel at the Energy Department for fiscal year 1982, or a 70 percent increase over fiscal year 1979.

In fiscal year 1979, the Department sponsored travel of 16,008 employees to "information meetings." This represented 23.8 percent of all trips by DOE employees and is three times higher than the 7 percent figure for the Federal Government as a whole. Another 1,392 trips were for "training attendance." Some trips were made so that the employee could make a "speech or presentation." Another 5,916 trips were for "conference attendance."

"Site visits" accounted for 26,448 trips. An occasional site visit can sometimes be very helpful -- but 26,448 site visits in one year? What is the Department of Energy doing in this area and what kind of improvement can we expect to see by next year?

Answer: Site visits are defined as visits to a particular site in order to personally perform operational or managerial activities, such as to oversee programs, grant operations or management activities for internal control purposes; audit, inspect or repair activities; conduct negotiations; and provide instruction or technical assistance.

This category encompasses approximately 70% of travel used by the five Power Marketing Administrations (PMAs) and the ten Regional Offices, 45% of travel used by the Federal Energy Regulatory Commission (FERC) and 80% of travel used by the Economic Regulatory Administration.

The funding level and FERC mission which is to regulate certain interstate aspects of the electric power, natural gas, and oil pipeline industries to assure adequate energy supplies at just and reasonable rates and allow fair rates of return to provide incentives for increased production and energy supplies, has not changed. The PMA's funding level and mission, to sell electricity generated by Federal hydropower projects, also has not been changed. These programs by definition require numerous site visits.

However, the Department has substantially reduced efforts in the area of grant and regulatory programs. The grant programs were designed to provide support for schools and hospitals, and buildings and community systems. These programs were executed primarily by regional personnel. The funding level and Economic Regulatory Administration (ERA) mission, to promote near-term opportunities to reduce the consumption of oil and gas and to foster energy conservation has been greatly reduced. Also the ERA responsibility for contingency planning for energy supply emergencies and for the maintenance of the standby gasoline rationing system is no longer required. Reduced efforts in grant programs and the regulatory function should show a corresponding reduction in site visits and associated travel costs.

SRC-II

Question: Mr. Secretary, the April 23 issue of Energy Daily includes an article entitled "SRC-2: DEAD", a copy of which will be incorporated into the record at the conclusion of my question. This article indicates that the "U.S. tells its partners in SRC-2 project that it wants a quick end..." The article further states that "The Reagan Administration has proposed moving the project to the new U.S. Synthetic Fuels Corporation, but lawyers at the SFC say that could happen only if Gulf Oil Corporation were willing to put up more money than it has so far, or if the law creating the SFC were changed. DOE has decided not to pursue either option." In the past, I have been critical of the Administration's lack of a coherent energy policy which I believe is an important factor contributing to the reported withdrawal of foreign support for this project. This article in the Energy Daily reconfirms my earlier stated beliefs. Do you have any comment?

Answer: In response to Senator Robert C. Byrd's question concerning the article in the Energy Daily entitled "SRC-2 Dead", as the three governments indicated in their joint statement following the April 14-15 meeting in Tokyo, no final decisions have been reached regarding the future course of this international project. During the trilateral meeting in Japan several options were discussed as to the most advantageous to the three countries.

It was agreed at the meeting in Japan that is would be necessary to evaluate more closely the project's current cost and schedule estimates before deciding the future course of the joint effort since it is likely that the cost would increase substantially. The three governments will continue their consultations on various alternatives and the delegates will meet again in Bonn, Germany, on June 4 and 5 for the necessary decisions.

QUESTIONS SUBMITTED BY SENATOR LEAHY

Weatherization

Question: On February 23, you testified before the Energy and Natural Resources Committee that the Federal Government should fund programs which benefit "low-income people who do not benefit from tax credits." How do you justify, then, the elimination of the weatherization program which benefits the low-income people who could not be able to take advantage of tax credits?

Answer: The DOE's weatherization program will be incorporated into HUD's proposed Community Development Support Assistance Program, which also consolidates HUD's Community Development Block Grant Program and Urban Development Action Grant Programs. Low-income home weatherization activities, which are already authorized under the existing Community Development Block Grant Program in HUD, will thus continue, but more in accord with local needs and priorities.

Schools and Hospitals Program

Question: The Administration supports the continuation of just one DOE conservation program - the Schools and Hospitals Program. Yet a GAO report shows that the programs under the National Energy Management Partnership Act and the Residential Conservation Programs have the greatest potential for saving energy in a cost-effective way to the government. On what data or assumptions were the Administration's budget decisions made and what is the justification for these decisions?

Answer: The programs that would have been funded under a National Energy Management Partnership Act, as well as the Department's Residential Conservation Programs, were originally designed to encourage or require energy conservation primarily in the buildings and transportation sectors. With rising energy prices and the continuation of existing tax credits, sufficient incentives will exist for substantial conservation efforts in these areas. As the reduction in oil imports over the past two years has demonstrated, energy users can and will conserve energy in response to these incentives. In addition, many of these programs provided support for services that will be made available by private firms, utilities or State and local governments, without the support of Federal funds or the establishment of unnecessary and potentially burdensome Federal regulations. The Schools and Hospitals program is being retained, with reduced funding, because it provides necessary assistance to vital public and non-profit institutions, which could not benefit from Federal tax incentives.

Further, the Department believes that GAO's opinion regarding the cost-effectiveness of the Schools and Hospitals Program is in error. The cost-effectiveness of any program cannot be assessed without assessing the full cost of the program to all parties and the savings which can reasonably be expected from the program. The Schools and Hospitals Program savings estimates consider only the savings achieved by the minimum number of institutions which would receive a grant under the programs based on the average grant size. In the GAO comparison, the full cost of the Schools and Hospitals Program is considered, whereas, for other programs only the cost of the information dissemination is considered, but not the cost to the recipient of that information to implement the conservation activity. Additionally, many of the programs to which the Schools and Hospitals Program is compared assume that the information will have 100 percent market penetration and that all clients will take all appropriate actions when estimating savings. Also, the GAO report does not assess the direct savings to the Federal government. For example, the American Hospital Association estimated that, in 1978, the Federal government reimbursed hospital energy costs in the amount of $1.05 billion through Medicare and Medicaid payments. Estimated energy savings data available from energy audit (EA) and technical assistance (TA) reports under the Schools and Hospitals Program and American Hospital Association and Blue Cross/Blue Shield studies indicate that an average hospital can expect to save in excess of 20 percent of its energy bill by implementing the operation and maintenance procedures recommended in the EA and TA and the energy conservation measures (ECM) recommended in the TA. If 100 percent market penetration was assumed in the hospital sector, the direct savings to the Federal government would be $210 million annually in terms of 1978 dollars.

Additionally, GAO bases much of its conclusions regarding program cost-effectiveness on its calculations (page 5 of the GAO report) of the cost per barrel of oil equivalent (BOE) saved. This calculation utilizes DOE's estimate of 39,000 BOE per year saved per $1 million expended. However, it does not appear to take into consideration the useful life of the ECM. A conservative estimate of the average useful life of an ECM is 10 years. The correct calculation is then $1 million divided by the product of 39,000 BOE per year and 10 years, which equals $2.56 per BOE saved, not $9,300 per BOE. Further, preliminary results indicate that DOE's estimate of 39,000 BOE per year is, in itself, conservative,

SERI Solar/Conservation Study

Question: Mr. Secretary, a study recently completed by the Solar Energy Research Institute, a DOE office, concluded that with a concentrated effort, the United States could conserve approximately 5.9 million barrels of oil a day without loss of economic growth or standard of living. This report, for some reason, has yet to be formally published by the DOE. However, it clearly shows that conservation and the timely development of renewable energy resources can significantly reduce our dangerous dependence on imported oil.

In light of this work, and studies done by the Harvard Business School and many other groups which reached the same conclusion, why does the Administration plan a 78 percent cut in DOE conservation program funding for Fiscal Year 1982? When do you expect to publish this study.

Answer: The SERI solar/conservation study that you referred to is still in draft. Among other things it attempts to quantify the technical potential for reducing energy requirements for various end-use sectors and overall U.S. oil imports through the use of cost-effective energy conservation and renewable energy measures. It should be emphasized that these potential estimates assume no behavioral, institutional and regulatory impediments and thus do not reflect what is likely to happen in a real world context.

This draft study is now being reviewed within DOE and by members of the SERI Advisory Board. Comments would be sent to SERI around mid-May, 1981. SERI will presumably then determine the next steps in the further development and completion of this study. It is premature, at this stage, to use this study in determining our budgetary and policy priorities.

The favorable energy savings potential and benefit-cost ratios applicable to conservation and solar computed by this and other reputable reports are likely to change significantly once the institutional and economic conditions are changed. Use of the existing analyses to evaluate the reasonableness of budget cuts proposed by the new Administration would, therefore, lead to incorrect inferences, as the new macro-economic policy departs radically from the previous one. This new policy emphasizes:

- immediate decontrol of oil prices and accelerated deregulation of natural gas prices;
- tax cuts to businesses and individuals;
- reduction in deficit spending;
- controlled growth of money supply; and
- elimination of counter productive Federal regulations.

While DOE is preparing its review comments on this study, the draft report is even now available to interested parties.

Energy Conservation and Solar Tax Expenditures

Question: In "Additional Details on Budget Savings," the Administration claims that the energy conservation tax credit claims will total at least (emphasis added) $739 million in private sector conservation in 1981 and $799 million in 1982. On what historical data and/or assumptions are these figures based?

In your testimony before this Committee on April 22, you project solar tax credit claims of $2.6 billion between 1981 and 1986. You also project alcohol fuel and biomass tax credit claims of $4.3 billion over the same period. On what historical or other data and/or assumptions are these figures based?

Answer: Indications of recent energy conservation and solar investment activity in the industrial and residential sectors can be drawn from the levels of income tax credits claimed. The most recent data available from the Department of the Treasury is for 1978 and 1979 income tax returns. The data for 1978 cover the period from April 20, 1977 through December 31, 1978. The data for 1979 cover the period from January 1, 1979 through December 31, 1979. For the residential income tax credits we show the actual change from 1978 and 1979 and an annualized change to account for the different lengths of time covered. Comparable estimates for business tax credits have not been made because these data are considered preliminary. With that in mind, recent activity can be summarized as follows:

	1978	1979	Difference (%) Actual	Annualized
	($1,000,000)			
Individuals:				
Conservation:				
Claiming Credit (Million)	5.9	4.8	-19	20
Expenditures	$4,101	$3,287	20	22
Credit Claimed	559	435	-22	18
Solar:				
Claiming Credit (thousand)	69	75	10	65
Expenditures	125	184	47	123
Credit Claimed	32	42	30	100
Business (Preliminary Estimates):				
Claiming Credit (actual)	1,515	4,516	200	--
Credit Claimed	135	189	40	--
Expenditures	1,350	1,890	40	--

The analysis upon which the estimates of future tax credit claims were based were developed by the Department of the Treasury. Detailed information concerning the underlying economic and investment assumptions used in this analysis should be sought from the Treasury Department. However, the estimates are based, in part, upon the President's Economic Recovery Program.

This program creates a new economic and institutional environment, in which increased cash flow will support higher levels of business investments. Stronger market inducements and tax incentives will enhance the confidence in the benefits of energy conservation and solar investments. Eventually we will stimulate energy conservation and solar energy use through the market mechanism. To this end, oil prices have been fully decontrolled and accelerated deregulation of natural gas is being considered. Conservation and solar tax credits are being retained to provide additional incentives to individuals and businesses for energy conserving and solar investments. Future levels of expenditures will depend upon economic conditions. The estimates appear reasonable since given higher energy prices consumers now have a stronger incentive to make energy conservation investments.

Private Sector

Question: In justifying many of the Department of Energy budget cuts, the Administration contends the private sector will pick up the functions of the Federal government. On what data is this based?

Answer: The new policy is not based on analysis of data, but rather on the basis of economic theory. It is believed that increases in the price of energy will stimulate the necessary action by the private sector.

Question: In my home State of Vermont, 3,000 homes were audited through the Energy Extension Service in 1980. Is it realistic to expect that private industry will pick up this service, or even that such a capability exists in the private sector? If so, what industries would you expect to assume these activities?

Answer: We assume that, to the degree these activities are worthwhile in the present economic context, they will be perceived as worthwhile by the private sector. If the activities are of sufficient value and are appropriately priced they will be continued by the private sector. Utilities and private businesses entering the energy field may undertake these activities.

Energy Extension Service

Question: The pilot Energy Extension Service Program showed that for every Federal dollar expended, consumers invested $16 in energy conservation. Why is the Administration planning to eliminate this program, which at a cost of $20 million in Fiscal Year 1982, represents just .012 percent of the amount the Administration proposes to spend on nuclear power programs in the same year?

Answer: With DOE redirecting its energy conservation and renewable energy programs toward long-term, high-risk, but potentially high-yield research and development, the Administration is placing its confidence in the private sector to undertake shorter term research and development, and assistance activities. The Administration believes that the market place will develop and commercialize new energy supply and conservation technologies more efficiently than government, especially as energy prices are allowed to reflect true replacement costs. Similarly, it is believed that private firms, and State and local jurisdictions, being more knowledgeable and capable of assessing their needs and developing programs to meet them, should have the responsibility to determine which of those activities funded under EES should be continued. Accordingly, DOE is proposing to terminate EES in FY 1982. Finally, it should be noted that it is inappropriate to compare Federal expenditures on a single Federal conservation program, to the Department's entire budget for nuclear energy.

Question: Do you not believe that this small Federal investment is effective and essential leverage for private funds?

Answer: Decontrol of oil and gas prices in the near term should provide sufficient stimulus for private sector investment in energy conservation.

BREEDER REACTOR FUNDING

Question: On February 23, you testified before the Energy and Natural Resources Committee that the Administration wanted to "eliminate extensive subsidies for domestic energy production." Please explain the decision to increase funding for nuclear research development and demonstration activities, in particular the Clinch River Breeder Reactor, while reducing funds for other energy research, development and demonstration.

Answer: Nuclear power is completely unlike other sectors of the energy industry. It receives multiple regulation, both technologically and economically.

A large part of nuclear R&D is associated with fuel cycle functions which are reserved to the government:

- uranium enrichment,
- nuclear waste management.

Development and commercialization of the breeder concept requires government support because:

- The supply side of the nuclear industry has been impacted by past government decisions and failure to perform which have significantly slowed light water reactor sales and threatened the viability of the entire nuclear industry; thus reducing its ability to support the needed development of this technology which will connect the U.S. to a very large and abundant domestic energy supply.

- Industry cannot be expected to significantly invest in breeder reactor development when the needed fuel reprocessing capability for the commercial breeder cycle is controlled by government decisions which have been abruptly changed in the past and voided past private sector investments. The Administration is committed to establishing a reprocessing capability to close the nuclear fuel cycle and we are presently investigating ways to do this in conjunction with the nuclear industry.

- The users, i.e., the regulated electric utilities, can contribute to but cannot fully fund the large development costs, especially in view of their current weak financial condition.

State Energy Conservation Program

Question: The State Energy Conservation Programs produce an equivalent of $5.40 energy savings per Federal dollar spent. The GAO rated this program as the one with the highest potential for saving energy by 1985 - some 5.8 quads. Why does the Administration propose drastically cutting these programs back and on what data or assumptions were equivalent energy savings investments based?

Answer: The Administration believes that these activities are more properly the purview of State and local governments and the private firms that now offer a wide range of energy services. We anticipate that these institutions will assume responsibility for carrying out cost-effective programs that they perceive to fit their energy conservation needs. The policy is not based on analysis of data refuting the cost-effectiveness of this program.

Long-term planning

Question: Is it correct to assume that reduced funding for the Offices of Planning Evaluation, and Policy portends a decreasing emphasis on long-term energy planning by DOE? If so what will replace these planning efforts?

Answer: The requested level of funding for the Office of Policy, Planning, and Analysis reflects the central characteristics of the new Administration's energy policy--primary reliance on the marketplace as the most efficient way of realizing the Nation's energy goals, and, conversely, a reduced Federal role in intervening in energy markets. The decrease in the budget request does not imply a diminution of the central policy formulation, planning and analysis role of the Office in direct support of the Secretary. PPA will retain responsibility for leading the development of the National Energy Plan, which describes the broad outline of the Administration's energy policies and programs, and it will continue to be responsible for development of the analytical framework and data base for energy policy. The Office will also continue to coordinate the Department's planning, programming and budgeting activities to ensure that major PPB issues are identified, analyzed and presented to the Secretary for final decision. We do intend to streamline the PPB processes so that we will be able to focus on the critical larger issues, not on masses of paper.

SERI, RSECs, and State Energy Policies

Question: The roles of the Solar Energy Research Institute and regional offices remain to be defined by this Administration. Are there any plans to transfer some of the services and responsibilities of these offices to the state level? Does DOE have any plans to assist the states and state legislatures in developing energy policies that complement with national energy policies? If so, what services could DOE offer states and state legislatures to facilitate such policies? If not, how can we be sure of having a comprehensive, national policy?

Answer: We are still in the process of reassessing the roles of and the work in progress at the Solar Energy Research Institute (SERI) and the four Regional Solar Energy Centers (RSECs). Until we have completed this review, I cannot provide any specifics about which particular SERI and RSEC activities will continue to be funded by DOE, which ones will be terminated, and which, if any, will be transferred to the states. The outcome of this reassessment of SERI and the RSECs will, of course, be consistent with Administration policy, e.g., Federal activites will focus on long term, high risk, potentially high pay-off research and development and will leave the marketing of particular energy technologies to the private sector.

As is evident in the DOE budget request which we submitted in March, and as I have testified numerous times, this Administration's basic philosophy in the area of energy is that the Federal government should focus on longer term R&D which private industry cannot reasonably be expected to undertake. Industry will be expected to market the promising near-term technologies. We firmly believe that moving rapidly toward a free energy marketplace -- unencumbered by government intervention -- is the best national policy.

We are proposing that many of the DOE programs which provided financial assistance to state and local conservation and renewable resource programs, including grants to state energy offices and public outreach programs, be eliminated because these programs have created new bureaucracies while doing little to promote conservation. Based on the date that FY81 grants were awarded or planned for award, we estimate that by the end of March 1982, 75 percent of the states will still have SECP funds remaining and 60 percent of the states will have EES funds remaining. This allows about a year many states to determine, based upon their particular needs and circumstances, if these programs should be continued in their area and, if so, to arrange state support for them.

We will continue to fund projects such as the National Community Energy Management Center. The Center, which is a joint project of DOE, HUD, and DOT, will be funded for the next 18 months at $1.7 million to provide information on conservation and renewable resources, technical assistance, and training to city and county energy officials to help them cope with the increased cost of energy.

Unconventional Gas

Question: Is there documented evidence of significant supplies of unconventional natural gas? If so, would this affect DOE policy and regulation of natural gas prices?

Answer: There is evidence of a significant unconventional gas resource base, notably in tight sands, Devonian shale, coal seams and geopressurized brine, although estimates of the size of these unconventional resources varies substantially. In addition, the potential resource base for natural gas below 15,000 may also be significant. However, in order to translate these resources into natural gas supplies, developers must have both the technology to produce the resource base and the price incentive to make production economically attractive. At the present time, the cost of developing these unconventional resources is uncertain. Development of some of these resources also depends upon future advances in the technology needed to exploit them. At this time, it is uncertain when these technology improvements will become available.

Currently, natural gas produced from high-cost unconventional resource bases receives a special incentive price under the authority of Section 107 of the Natural Gas Policy Act of 1978 (NGPA). Four categories of gas are already deregulated — deep gas (below 15,000 feet), Devonian shale, coal bed methane, and geopressured methane. The Federal Energy Regulatory Commission has also given gas from tight sands a special incentive price equal to twice the rate allowed under the NGPA for new onshore wells (Section 103). Thus, current law and regulations provide unconventional gas with prices which are already quite high. The Department, as part of its continuing effort to promote efficient allocation of resources in the economy, is currently studying the effects of market-based pricing of all natural gas, including unconventional gas.

QUESTIONS SUBMITTED BY SENATOR SASSER

MHD

Question: I am very concerned with the proposed reductions in the MHD research program. I feel that MHD is a very promising alternative method of energy production. It is efficient and it is environmentally sound. It would be a mistake, in my opinion, to withdraw federal support for this funding at this time.

Please provide for the record a fact sheet regarding the specifics of the contract with the University of Tennessee Space Institute. Also please tell us what affect the Administration recommendations will have on the ongoing program at the Space Institute.

Answer: The principal rationale for the termination of MHD development is that, although it is a high-risk, long-term effort, it has only a marginally higher payoff relative to other electricity technologies under development while having much higher development costs. At the present time, DOE is performing research on at least three other coal-based electricity technologies--pressurized fluidized bed combined cycle, high temperature turbines for use with gasifiers, and molten carbonate fuel cells--all of which promise comparable levels of performance and estimated cost of electricity. Yet these other technologies involve much lower federal development costs and most will be available for commercial deployment much earlier than MHD.

University of Tennessee Space Institute (UTSI) MHD activities encompass several broad areas:

- UTSI serves as the contracted operator of the Government-owned Coal Fired Flow Facility (CFFF);
- UTSI is pursuing the engineering development of MHD systems involving high-slag carryover;
- UTSI is involved in environmental monitoring and control activities; and
- UTSI is also engaged in fundamental MHD research.

The Coal Fired Flow Facility provides DOE with a facility in which the development, test and evaluation of MHD concepts may be pursued at a continuous coal-fired thermal level of 20 MWt. The total monies allocated to date are $35.7M of which $12.5M was for the construction of the CFFF, $4.8M for R&D, $8.8M for hardware development, $6.6M for operation of the CFFF, and $3M for management of the total project.

The original contract number was 14-32-001-1760 (Office of Coal Research, Department of Interior). This was transferred to the ERDA under Contract EY-76-C-01-1760. The present contracts consist of a continuation of the original contract with the scope now limited to the completion of construction of the CFFF under Contract DE-AC01-76ET10757 with a total value of $16.5M, and a completion date of June 30, 1981. The facility operations, R&D and technology contract is now managed by Chicago Operations and Regional Office and has a total value of $37.4M under Contract DE-AC02-79-ET-10815 through September 30, 1981 with two optional years through September 30, 1983. The actual total funding allocated to this contract is $19.1M through September 30, 1981.

The CFFF was dedicated in December 1980 and has acquired coal operation experience during the subsequent activation period. The construction is essentially completed with only landscaping and minor concrete and fencing work remaining. These are expected to be completed by June 30, 1981. The UTSI R&D facility has been operating since the inception of the contract and has provided much of the information and data required for the construction of the CFFF, the development of MHD and HRSR hardware, and the resolution of environmental issues. The first test phase of the integrated simulated power train, radiant furnace and secondary combustion process was initiated in April of 1981 and is expected to be completed with a diagnostic generator by the end of this fiscal year.

The effect of the termination of the DOE MHD program on the activities at UTSI is that all MHD activities at UTSI will be terminated prior to the end of FY 1981. The CFFF facility would be shut down and maintained in a mothballed status in FY 1982 while alternate uses are sought. If alternate uses are not found, the facility will be declared a surplus commodity and will be disposed of at the end of FY 1982 in accordance with Government procedures pertaining to such actions.

Coal Gasification and Coal Liquefaction Projects

Question: I am also concerned with two other important projects in my state -- the coal gasification project in Memphis and the coal liquefaction project in East Tennessee. These are good projects and should be built in the interest of energy independence. Please provide a status report on both of these projects. How does the Administration propose assisting these projects if not through the regular appropriations process?

Answer:

Coal Gasification Project - Memphis Light, Gas and Water Division (MLGW)

The project is now in Phase II-Final Design, Procurement and Construction. The following activities have been accomplished, are in progress, or are planned in the near future, as noted:

- Final Environmental Impact Statement (EIS) will be transmitted to EPA and other government agencies on May 1, 1981, to begin 30 day statutory review period. It will be available for record of decision the first week in June.
- Ongoing final design effort.
- Procurement of vendor engineering in support of final design efforts.
- Continued pilot plant operation in support of final design efforts.
- No construction activities or procurement activities other than those associated with acquiring vendor engineering.

Administration Proposal - As you know the President has proposed shifting the focus of government synfuels demonstration and commercialization programs from the Department of Energy to the Synthetic Fuels Corporation. He has proposed to terminate all current direct DOE funding at the end of FY 1981 for major demonstration plant projects in anticipation that the Synthetic Fuels Corporation (SFC) will consider supporting these facilities. We believe that the competitiveness of the marketplace, free of unnecessary regulations and supported by federal assistance, such as that provided by the Corporation, will be sufficient stimulus for the private sector to take over development of techologies such as the MLGW Project.

Coal Liquefaction Project - Tennessee Synfuels Associates

The proposed coal liquefaction facility to be located near Oak Ridge, Tennessee, would liquefy eastern coal to produce approximately 10,000 barrels per day of gasoline. In April 1981, the Acting Under Secretary announced that the Department of Energy has determined that the proposed Tennessee

Synfuels Associates project is not now at a stage of sufficient maturity to warrant further consideration for financial assistance under the Defense Production Act solicitation. The Department believes the project has the potential for adding technological and geographical diversity with the specific benefit of using eastern coal. Tennessee Synfuels Associates has applied to the Synthetic Fuels Corporation for federal assistance available under its authority.

This proposal was one of ten received last November in response to the Department of Energy's October solicitation. Under Energy Security Act amendments to the Defense Production Act, DOE was authorized up to $3 billion for financial assistance to commercial projects which would provide synthetic fuels to the Department of Defense as part of a national program to accelerate the production of synthetic fuels. DOE's authority to enter into such assistance agreements will expire on June 30, 1981, or upon a declaration by the President of the U.S. Synthetic Fuels Corporation is fully operational. Funds not committed by DOE prior to June 30, 1981, will be available for use by the Synthetic Fuels Corporation.

Three projects passed stringent initial screening. In January, DOE selected two of these projects for negotiations and provisionally selected the Tennessee project for the purpose of determining its readiness for negotiations. Negotiations with the Union Oil Corporation and the Oil Shale Corporation, a subsidiary of TOSCO, are currently underway. Both of these proposed projects are for plants producing approximately 50,000 barrels per day of shale oil and are to be sited in Colorado.

SUBCOMMITTEE RECESS

Senator McClure. We'll stand recessed until 9 a.m. Thursday, April 23, when we'll hear testimony from the Heritage Conservation and Recreation Service and the Indian Health Service.

Thank you.

Mr. Edwards. Thank you, Mr. Chairman.

[Whereupon, at 10:10 a.m., Wednesday, April 22, the subcommittee was recessed, to reconvene at 9 a.m., Thursday, April 23.]

DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS FOR FISCAL YEAR 1982

THURSDAY, APRIL 23, 1981

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met at 9:10 a.m., in room 1114, Everett McKinley Dirksen Senate Office Building, Hon. James A. McClure (chairman) presiding.

Present: Senator McClure.

DEPARTMENT OF THE INTERIOR

HERITAGE CONSERVATION AND RECREATION SERVICE

STATEMENT OF ROBERT A. RITSCH, ACTING DIRECTOR

ACCOMPANIED BY:

- **ROWLAND T. BOWERS, ACTING ASSOCIATE DIRECTOR FOR RECREATION PROGRAMS**
- **JERRY L. ROGERS, ACTING ASSOCIATE DIRECTOR FOR CULTURAL PROGRAMS**
- **LARRY D. CARDWELL, CHIEF, DIVISION OF BUDGET AND FINANCE**
- **WILLIAM D. BETTENBERG, DIRECTOR OF BUDGET, INTERIOR DEPARTMENT BUDGET OFFICE**
- **RUSSELL E. DICKENSON, DIRECTOR, NATIONAL PARK SERVICE**

BUDGET REQUEST

Senator MCCLURE. The committee will come to order.

Good morning. This is the time scheduled to review the fiscal year 1982 budget proposal for the Heritage Conservation and Recreation Service and to review the related 1981 budget rescissions.

The budget requests for 1981 and 1982 are based on a plan to eliminate the current HCRS organization and to fold some of its functions into the National Park Service. The budget proposes to rescind $35 million of urban parks and recreation grants in 1981, leaving $30 million available for obligation in 1981; to rescind $8 million of the historic preservation fund, leaving $34.5 million available for obligation in 1981; to rescind $145 million of the State grant program in the Land and Water Conservation Fund, leaving $159 million available for obligation in 1981; and to rescind $105 million of the Federal portion of the

Land and Water Conservation Fund, leaving $127 million available for obligation in 1981.

For 1982 the budget request, to be administered through the National Park Service, is limited to: a $4.7 million grant to the National Trust for Historic Preservation; $45 million for the Federal portion of the Land and Water Conservation Fund to be retained for emergencies such as court awards and hardship cases, and also to provide for administration of prior year grants; $13.1 million for salaries and administrative expenses related to the functions transferred; and a new proposal for $105 million, funded out of the Land and Water Conservation Fund, to be used to restore and improve national park facilities and operations.

Mr. Robert Ritsch is the lead witness today for HCRS. We also note that Mr. Russ Dickenson, Director of the National Park Service, is here to help out today.

Mr. Ritsch, please introduce your colleagues for the reporter and proceed as you wish. Your full statement will be inserted in the record, so you may highlight it if you wish.

OPENING STATEMENT OF ACTING DIRECTOR RITSCH

Mr. RITSCH. Thank you, Mr. Chairman.

To my far left is Mr. Rowland Bowers, Acting Associate Director for Recreation Programs; to my immediate left, Mr. Larry Cardwell, Chief of Division of Budget and Finance. You already recognized Mr. Russell Dickenson, Director of National Park Service, to my immediate right; to his right, Mr. Jerry Rogers, who is my Acting Associate Director for Cultural Programs; and to the far right is Mr. Bill Bettenberg, our Departmental Budget Officer.

I would like to highlight the statement, Mr. Chairman, as you suggest and have it entered into the record.

I want to thank you for the opportunity to be here to present the administration's recommendations for both 1981 and 1982, and to report very briefly on Secretarial Order 3060, which will dissolve HCRS effective not later than May 31 and transfer major program functions to the National Park Service.

The budget and organizational changes I will be discussing reflect the administration's commitment to improve targeting of expenditures.

With regard to the reorganization, Mr. Dickenson, the National Park Service, myself, our staffs, and members of the departmental staff have been working hard over the last 6 weeks or so to effect the transfer of functions. We think it is going to be a very smooth transition, and we think it's being accomplished with very little disruption in our programming.

With regard to the budget reductions, the President's recommendations which were transmitted to the Congress on February 18 include a rescission amount of $293 million in funds that had already been appropriated for fiscal year 1981, and reductions of $578.2 million in the amount that had been proposed in the January budget for the three funds for fiscal year 1982.

In addition, on March 10 the President indicated that his budget would also include a reduction in 1982 of $5.7 million in what is now the salaries and expenses account of the Heritage Conservation and Recreation Service.

LAND AND WATER CONSERVATION FUND

The largest share of the reductions come from the Land and Water Conservation Fund; a rescission of $250 million in 1981 and a reduced total of $45 million in new budget authority for fiscal year 1982.

The rescission in 1981 includes the $105 million you mentioned from the Federal side. The Secretary's intent is to refocus the Department's conservation program by providing $105 million in additional dollars in fiscal year 1982 for the restoration and rehabilitation of existing National Park Service areas. We are developing the necessary proposed amendments to the Land and Water Conservation Fund to allow these moneys to be used for restoration and rehabilitation.

In fiscal year 1982, the recommendation of $45 million includes Federal land acquisition for current court awards, for emergency land acquisitions, for support of land exchanges and administration of 8,000 active grants that have previously been funded through HCRS.

The assistance to States under the Land and Water Conservation Fund for 1981, includes the rescission of $145 million. We are also proposing that funding in fiscal year 1982 for the State assistance program be eliminated.

We are requesting for fiscal year 1982 $45 million for the Land and Water Conservation Fund, including administrative expenses, and that does include an amount that would allow us to continue to work with the estimated 8,000 active grants that will still be moving through the State side of the Land and Water Conservation Fund.

HISTORIC PRESERVATION FUND

In the historic preservation fund you also mentioned the $8 million rescission, and for fiscal year 1982 the only funding being requested is for $4.7 million for the National Trust for Historic Preservation. This represents an approximate reduction of $27.8 million from the original budget request.

The $4.7 million recommended for the trust provides the same level of funding to that entity as was provided in fiscal 1981, so it is more or less a stable level of funding for the trust.

The trust has maintained strong leadership. It maintains and operates several nationally significant properties which otherwise might have to have been administered by the National Park Service. It also has an established regional network and an extensive publications program that we feel contribute very strongly to historic preservation in the United States.

URBAN PARK AND RECREATION FUND

For the urban park and recreation fund, a total of $35 million is recommended for rescission in 1981, and no new appropriations are requested for 1982. And that is a $75 million reduction from fiscal year 1982. We plan a number of actions to insure that the Federal investments we have made to date in urban parks and recreation recovery are not lost and to assure that local efforts to improve their own systematic recreation planning and management will continue.

We will focus our efforts now with the recipients of those types of grants toward a technical assistance approach. We have worked with the cities, as you well know, to identify problems through their recovery action plans that are one of the planning phases of the urban program. And we feel that with the technical assistance and planning we can help cities to meet their own commitments toward recreation improvement.

SALARIES AND EXPENSES

For salaries and expenses, the secretarial order merges this HCRS account with the operation of the national park system account. As amended very recently, the order will terminate three programs: community and human resources development; water resources; and preservation policy, planning, and evaluation.

The functions performed by these divisions are largely duplicative and can be performed elsewhere in the Department, or may not be needed. And this would represent a fiscal year 1982 savings in this account of about $2 million.

We may achieve some further savings, of course, through the merger, since we will effect some economies in support for these activities.

The operating programs will be strengthened through the merger. The national wild and scenic rivers program, which has been split in functions between the National Park Service and HCRS, will be brought back together. We feel that this will facilitate both the policy and implementation functions in this program area.

Also, the natural area identification programs administered by HCRS will now be brought into a much closer relationship with natural area management efforts of the National Park Service; and we feel those two programs being allied once more will, of course, increase and enhance them.

The park and recreation technical service program which focuses on operating problems that affect public and private park and recreation management will continue to assist park and recreation practitioners to be self-sufficient and to cope with reduced public resources and to increase the effectiveness of park and recreation services and facilities. And being in the Park Service again makes it closer to the expertise in that agency, which can only enhance the program.

NEW INITIATIVES

As for new initiatives, in fiscal year 1981 we plan to issue regulations based on the 1980 amendments to the Historic Preservation Act which will allow owners to concur in landmark designations and also establish an appeals process for designations and removals from that registry.

The fiscal 1982 budget provides $345,000 to establish boundaries for the national historic landmarks districts, also another feature of the 1980 amendments.

Plans are underway to develop systematic priorities for scheduling and conducting theme and special studies to identify nationally significant historic properties. Consistent with this, the national architectural and engineering record will give priority to the recordation and documentation of national historic landmarks, and the Division of Technical Preservation Services will provide special technical advice on care, maintenance and preservation of landmark properties.

IMPACT ON STATE AND LOCAL PROGRAMS

The proposed budget reductions of course will have some impact on State and local programs. I believe, however, that the States and localities with technical assistance and planning assistance will begin to mirror the Federal Government's efforts to review program priorities and to plan alternative means and funding techniques to meet the highest priority needs and will continue their practice to protect natural and historic areas and to provide outdoor recreation opportunities.

PREPARED STATEMENT

I appreciate this opportunity to discuss this with you, and we are available to answer any questions you might have, Mr. Chairman.

[The statement follows:]

STATEMENT OF ROBERT A. RITSCH

Thank you for the opportunity to discuss the administration's recommendations for the FY 1981 and 1982 budgets for Heritage Conservation and Recreation Service programs that are being transferred by Secretarial Order to the National Park Service.

Both the budget and organizational changes I will be discussing for the next few minutes reflect the Administration's commitment to improve targeting of conservation expenditures. Merger of the Heritage Conservation and Recreation Service functions into the National Park Service is designed to achieve economies in the use of money, personnel, and equipment and to improve program services. Good stewardship of the natural, historic, and recreation treasures under National Park Service management will be closely linked to assistance in protection of such resources by others.

Director Dickenson of the National Park Service and I -- and our staffs -- are working closely together to assure the smoothest possible transfer of programs. I am also pleased to report that the Office of the Secretary is playing an active role in this work. This is greatly facilitating the merger, which we believe can be accomplished with little disruption in the provision of services, administration of the three grant programs and coordination of Federal land acquisition activities under the Land and Water Conservation Fund.

Budget Reductions

The President's recommendations for rescission of portions of enacted appropriations and amendments to reduce the proposed fiscal year 1982 Budget for the Land and Water Conservation Fund, Historic Preservation Fund, and Urban Park and Recreation Fund all are a part of the Administration's program of economic recovery. These proposals were transmitted to the Congress by the President on February 18. The President is recommending a moratorium on Federal purchases and the elimination of funding requests for the three grant programs. Postponing Federal acquisition will allow time for a thoughtful review of existing park and recreation legislation. The President intends to improve utilization of land exchanges as well as State and local efforts to achieve conservation goals.

In his February 18 Economic Recovery Plan, the President recommended rescission of $293 million in already appropriated funds and reductions of $578.2 million from the $627.9 million included in the FY 1982 budget submitted in January for the three major appropriations to the Heritage Conservation and Recreation Service. Further reductions of $5.7 million in the Salaries and Expenses budget activities previously administered by the Heritage Conservation and Recreation Service were recommended by the President on March 10.

Land and Water Conservation Fund

The largest share of these reductions come from the Land and Water Conservation Fund. We are recommending rescission of $250 million in FY 1981 and a reduced total of $45 million in new budget authority for FY 1982. The $45 million amount represents a reduction of $475.4 from the $520.4 million included in the January budget for FY 1982.

Federal Land Acquisition

The Land and Water Conservation Fund rescission in FY 1981 includes $105 million from the Federal side of the Fund. This request reflects both the Administration's efforts to bring the budget under control and the Secretary's intent to refocus the Department's conservation program by providing $105 million additional dollars in FY 1982 for restoration and rehabilitation of existing National Park Service areas, provided the Congress enacts amendments to the Land and Water Conservation Fund to permit appropriations from it for these programs. The Administration is developing the necessary amendments to the Land and Water Conservation Fund to allow monies in the Fund to be appropriated for restoration and rehabilitation of the National Park System.

The FY 1982 recommendation of a $45 million appropriation from the Land and Water Conservation Fund is for current court awards, emergency land acquisition, support for land exchanges, and administration of the thousands of active grants previously funded. Coordination of Federal activities under this appropriation will be carried out in the Office of the Secretary.

Current Federal ownership and future land acquisition proposals will be reviewed to determine which lands are essential for protection by the Federal government and which lands could be protected by State, local and private initiatives. For those lands which must be protected, we will determine whether protection can be accomplished through means other than acquisition of full fee title. In addition, exchange authorities will be used to the fullest extent to assist in rounding out the Federal conservation estate.

Assistance to States

The State grants share of the proposed FY 1981 rescission is $145 million. The original FY 1982 request for the Land and Water Conservation Fund State assistance program was $185 million. Because of the need to reduce Federal spending, we are proposing that funding for FY 1982 for the State assistance program be eliminated. However, we are including in the $45 million request an amount for administrative expenses necessary to carry out monitoring and administration of more than 8,000 active grant projects involving more than $600 million in unexpended Federal obligations.

The LWCF State grants program has made enormous contributions to our Nation's recreation estate. Over the life of the program through December 31, 1980, a total of 27,444 grants amounting to $2.5 billion had been obligated of which about 8,200 grants were obligated to acquire 2.1 million acres for recreational use and about 19,000 grants were obligated for development of facilities. It is time, however, to re-evaluate the program and the options at our disposal to further improve the delivery of recreation for the American people while keeping Federal expenditures at a minimum.

The proposed rescission will create a situation where the States will be left with widely varying percentages obligated of the funds available to them in FY 1981. Therefore, we are recommending appropriation language which would give the Secretary of the Interior discretion to allocate the small amount of remaining unobligated funds in a manner which will assure that the purposes of the Act are achieved.

Historic Preservation Fund

For the Historic Preservation Fund a rescission of $8 million is recommended. We are working to develop a procedure under which funding can be provided for the ten States for which Survey and Planning Grants had not yet been obligated in FY 1981. We believe that such grants can be provided out of remaining unobligated balances although not necessarily for the full amounts requested.

For FY 1982, the revised budget request of $4.7 million for the Historic Preservation Fund is for a grant to the National Trust for Historic Preservation. New funds are not being requested for grants to States and other eligible recipients in FY 1982. This represents a reduction of $27.8 million (including Administration) from the FY 1982 Budget submitted in January. Administration of prior year grant funds will be handled out the Operation of the National Park System account. This revised request is consistent with the Administration's commitment to assuring that responsibilities are properly placed at the State and local levels.

The $4.7 million recommended for FY 1982 for a grant to the Trust provides the same level of funding as is available in FY 1981. We are recommending this continued level because the National Trust is a strong leader in promoting private sector preservation. It maintains and operates several nationally significant properties open to the public which otherwise would have to be administered by the National Park Service. It has an established regional office network, a large individual and organizational membership and an extensive publications program. The Trust conducts a preservation program of national scope and is an integral part of the national historic preservation movement.

Urban Park and Recreation Fund

A total of $35 million is recommended for rescission from the Urban Park and Recovery Fund. This amount is equal to the 1981 appropriation of $20 million plus $15 million from the 1980 appropriation. No new appropriation is requested for this program in FY 1982 and this is a reduction of $75 million from the January version of the 1982 Budget. Administration of prior year grants will be funded under the Operation of the National Park System account. A total of $2 million is provided in FY 1982 under this account for administration of prior grants for Historic Preservation and Urban Park and Recreation Recovery.

We plan a number of actions to insure that Federal investments to date in urban parks and recreation recovery are not lost and that local efforts to improve systematic recreation planning and management continue. The most important of these actions will focus technical assistance on critical management and service problems identified by cities in their Recovery Action Programs. By such targeting of technical assistance, we can help cities meet their own commitments to recreation improvement, even in the absence of new Federal grants.

Salaries and Expenses

Most of the operating programs of the Heritage Conservation and Recreation Service are being transferred intact to the National Park Service. The Secretarial Order merging the Heritage Conservation and Recreation Service with the National Park Service, as amended, provides for termination of three programs under the Salaries and Expenses account as follows:

- Community and Human Resources Development which has provided direction in improving the efficiency in operation and delivery of Heritage Conservation and Recreation programs where they interface with recreation programs of other agencies.

- Water Resources which has provided advice to other agencies on water resource plans and projects to insure they benefit from recreation and cultural preservation grant and technical assistance programs.

- Preservation Policy, Planning and Evaluation which has been used to establish priorities and maintain consistency in the cultural programs legislative, budgetary and program activities.

These programs duplicate or can be merged with similar efforts in the National Park Service or elsewhere in the Department. The FY 1982 savings from this action is estimated to be about $2.0 million. Further savings will result from merger of the Heritage Conservation and Recreation Service and the National Park Service. For example, we will expect significant savings in common program service costs due to merger of support services, reduction in space needed, elimination of separate executive direction of programs, and the like. We also anticipate some reduction in the recreation and natural technical assistance programs.

The operating programs will be strengthened through the merger with the National Park Service. For example the National Wild and Scenic Rivers and National Scenic Trails programs in the past have been split between the National Park Service and the Heritage Conservation and Recreation Service. With this merger, policy and implementation functions could be placed together; assistance to similar State programs will be simplified by having a single Federal contact point. Natural area inventory and identification programs will also be placed in a closer relationship with natural area management and interpretation efforts in the areas managed by the National Park Service. A new partnership will draw on the strengths of the National Park Service in land management and the strengths of the Heritage Conservation and Recreation Service in assistance to other levels of government.

The Park and Recreation Technical Service (PARTS) program focuses on operating problems that affect public and private park and recreation management. The program will continue to assist park and recreation practitioners to be more self-sufficient in order to cope with reduced public resources and to increase the effectiveness of park and recreation services and facilities. Rapidly rising costs and increasing resistance to further increases in taxes have led operating officials to rethink management approaches, to seek options to fee acquisition as well as other cost cutting strategies, to explore private enterprise options and to create partnerships with the private sector, and to consider O & M and energy costs when designing facilities. These are the issues that the PARTS program addresses. The importance of this program to the Nation's States and cities in meeting the challenge of continuing to provide park and recreation services in the absence of grants from the Urban Park and Recreation Fund and Land and Water Conservation Fund is more critical than ever. In addition, the expertise and extensive information sharing network developed in the Heritage Conservation and Recreation Service will now readily be available to National Park Service operating managers.

New Initiatives

In FY 1981, we plan to issue regulations, based on the 1980 Amendments to the National Historic Preservation Act of 1966, which would include implementation procedures which would allow owners to concur in or object to National Historic Landmark designations; establish an appeals process for designations and removals; and make determinations of eligibility on nominations where private owners object to designation. In addition, the fiscal 1982 Budget provides $345,000 to establish boundaries for National Historic Landmark districts that do not now have boundaries, as required by the 1980 Amendments. Further, the National Historic Landmarks program plans to develop systematic priorities for scheduling and conducting theme and special studies to identify nationally significant properties for possible landmark designation. We also will explore cooperative arrangements with other Federal agencies for the identification of National Historic Landmarks in categories of special interest to those agencies. Consistent with this emphasis on National Historic Landmarks in FY 1982, the National Architectural and Engineering Record will give priority to the recordation and documentation of National Historic Landmarks; and the Division of Technical Preservation Services will provide special technical advice on the care, maintenance, and preservation of Landmark properties.

Summary

This brief overview of budget and organizational changes does not report our program accomplishments. I believe the most important accomplishment of both the three grants programs and our other activities has been the development of strengthened recreation, natural, and cultural programs in the States and localities. In many cases, these programs are the direct result of the momentum and interest stimulated by our activities. The proposed budget reductions will have an impact on the State and local programs. I believe, however, that many States and localities will mirror the Federal Government's efforts to review program priorities and to develop alternative means and funding techniques to meet their highest priority needs to protect natural and historical areas and to provide outdoor recreation opportunities for their citizenry.

I appreciate this opportunity to discuss these matters with you and I am available to answer any questions you may have.

FURTHER LAND ACQUISITION

Senator McClure. Thank you very much. Time will not permit all the questions I have, as is often the case. In particular, when there is a very drastic and very fundamental shift in administration policy, more questions come to mind even on top of the usual number that occur in a complex, detailed budget such as the one you present to us.

Mr. Ritsch, numerous times in your testimony you discuss the administration's view of further land acquisition at this time, either directly by the Federal Government or by State and local governments with support from the Federal Government.

On page 1 you state, and I quote, "The President is recommending a moratorium on Federal purchases . . . . Postponing Federal acquisition will allow time for a thoughtful review of existing park and recreation legislation. The President intends to improve utilization of land exchanges as well as State and local efforts to achieve conservation goals."

On page 2 you state that "Current Federal ownership and future land acquisition proposals will be reviewed to determine which lands are essential for protection by the Federal Government and which lands could be protected by State, local, and private initiatives. For those lands which must be protected, we will determine whether protection can be accomplished through means other than acquisition of full fee title."

EVALUATION OF RECREATION AND LAND ACQUISITION PROGRAMS

On page 3 you state that "It is time, however, to reevaluate the program and the options at our disposal to further improve the delivery of recreation for the American people while keeping Federal expenditures at a minimum."

On page 4, in regards to recreation in urban areas, you state that you "plan a number of actions to insure that Federal investments to date in urban parks and recreation recovery are not lost . . . . By . . . targeting of technical assistance, we can help cities meet their own commitments to recreation improvement, even in the absence of new Federal grants."

On page 5 you talk about developing "systematic priorities . . . to identify nationally significant properties for possible landmark designation."

And finally on page 6 you discuss your belief that State and local governments will mirror "the Federal Government's efforts to review program priorities and to develop alternative means and funding techniques to meet their highest priority needs to protect natural and historical areas and to provide outdoor recreation opportunities for their citizenry."

The reason I repeat those sections from your testimony is that they are key phrases. How they are implemented will determine whether or not this proposal for a truly massive overhauling of the Federal recreation and land acquisition program will have any credibility whatsoever up here or whether it will be viewed as just another meat-ax approach by budget cutters.

I personally feel that these proposals, especially the review of land acquisition programs, are precisely on target at this time. You must know that the Federal Government owns more than 30 percent of 12 States and, at least in those States, further acquisition simply has to be reviewed.

However, regardless of my feelings, without sound analyses, including substantial public involvement, I am concerned that such sweeping proposals may not clear the Congress. At least not in their present form.

You perhaps have noted, as we have, the action last week of the House Subcommittee on Appropriations in their rejection of the proposed 1981 rescissions.

I would like for you and your staff to lay out for us at this time, if you are prepared to do so, the key studies and reviews that you have got planned, and I would like for you to submit for the record study outlines, schedules, and cost estimates for all the evaluation efforts that you have envisioned in your testimony.

REVIEW OF LAND ACQUISITION PROGRAM

Mr. RITSCH. Mr. Dickenson may want to join me on this. We are at the present time forming a group to review all of the existing areas that have been developed through the fund, or where land has been acquired with fund moneys; looking at them in terms of where we stand with current land acquisition programing, how deeply we are committed to those units, and their national significance.

We are also forming a team to make a complete and thorough review of the condemnation cases we now have pending.

Those are two actions that are already underway this early in the administration. There is also a team formed that is beginning to look at the land exchange program and what types of authorities are needed in order to implement, as Secretary Watt has indicated, an aggressive land exchange program which we feel is going to be one of the key tools in the future to round out the Federal estate.

We need flexibility there, and that, of course, is going to be one of the major concerns of the team reviewing how exchanges are handled. We'll probably need additional authorities. So I expect you will see requests for some legislative amendments to effect a good strong land exchange policy.

I might defer and let Mr. Dickenson comment further if he wishes.

GROWTH OF THE NATIONAL PARK SYSTEM

Mr. DICKENSON. I believe the only thing I can add to that, Mr. Chairman, is all of these studies that Mr. Ritsch has just indicated to you have very high priority as far as the Secretary and myself are concerned. The Secretary, in addition, has charged the National Park System Advisory Board to advise him regarding the recent growth in the system, its size and scope, and to further consult and advise him regarding any possible recent additions to the system that ought to be considered, perhaps, for a deauthorization.

That is without any judgment or any criteria at this time. This is a group of private citizens, distinguished people throughout the United States, who have had long-time involvement and interest in the national park system.

Senator McClure. Can I interrupt at that point? Did I understand you to suggest the deauthorization of those areas that have already been acquired? You're not just talking about deauthorization of that backlog upon which acquisition has not yet taken place?

Mr. Dickenson. No, sir. The Secretary has not yet been that specific. The subject was introduced by the Citizen Advisory Board themselves, and the Secretary, in consultation with them, agreed that the task force could be formed within that group and further advise him.

So the outline of that program is being developed by that citizen group and is not being directed by the Department of the Interior or the National Park Commission. Other than that, I believe that outlines the major actions that are underway at this time.

"OTHER THAN FEE" TECHNIQUES

Mr. Ritsch. There may be one further activity that you'd be interested in, Mr. Chairman. That is through the land policy group, which is a group consisting of the Federal agencies who participate in the Federal side of the Land and Water Conservation Fund. The FLP is staffed by HCRS. Staffing for that group, by the way, will go to our Assistant Secretary for Fish, Wildlife, and Parks in the phasing out of HCRS. They have had underway and are strengthening their efforts to look at "other than fee" techniques for rounding out the Federal estate or affording the protections and conservation measures that are felt to be necessary.

So the "other than fee" study—and we are using some contracting service with regard to that—will be looked at by that group and presented to the land policy group and will become part of the overall bag of tools, I might call them, that we will be using in the future.

Senator McClure. Can you provide for the record the information that I have requested.

Mr. Ritsch. Yes.

[The information follows:]

STUDIES, REVIEWS AND EVALUATION EFFORTS PLANNED BY HCRS

During the remainder of FY 1981 and FY 1982 that portion of HCRS going to the Assistant Secretary for Fish and Wildlife and Parks will conduct a comprehensive review of all currently authorized claims against the L&WCF to determine which high priority areas should continue to be protected by the Federal Government, which areas could be equally protected by State/local/private organizations, and which areas should be modified or deauthorized. For those areas in need of Federal protection we will research the possibility of using alternative protection strategies such as exchanges, easements, cooperative management between Federal/State governments (ANC's), local zoning and others. We are beginning to review existing exchange policies and have been directed by Congress to research alternative protection methods. A fact sheet is being provided which lists many of the alternatives.

In addition we are providing a copy of a report prepared by a Land and Water Conservation Fund Policy Group (LPG) task force. This report develops a comprehensive program of education, research, and training on alternatives to Federal acquisition and identifies several key issues and specific studies to be undertaken over a two year period.

The schedules and costs estimates for many of the projects listed in this report are now being reviewed and will be revised to reflect the funding constraints in the current budget.

The first project listed in the report, an introductory handbook on protection tools, is being edited and should be available for distribution before the end of 1981. We also have initiated steps to undertake an economic analysis of protection alternatives, with funds appropriated for this purpose in FY 1981, Further progress in implementing similar studies, evaluations, and recommendations will depend on availability of funds for these purposes under Federal LWCF Administration.

Creative Conservation:
Alternatives to Federal Acquisition

In the past, efforts to protect significant resources by establishing National parks, wildlife refuges, and recreation areas have relied almost exclusively on direct Federal acquisition and management. Practical budget constraints make it increasingly difficult for the Federal Government to purchase and manage all of the land in areas already authorized by Congress or worthy of national attention. Continued pressures to find a balance between resource development and protection will require the use of some creative new approaches.

Alternatives to acquisition cannot completely eliminate the need for some land purchases to protect fragile ecosystems or provide for public access and use. However, new approaches can stretch available funds and protect valuable areas while leaving land in private ownership and on the local property tax rolls.

The following list summarizes some of the alternatives to full fee acquisition available to Federal agencies, acting independently or in cooperation with States, local governments, and the private sector.

Educational Approaches

Technical Assistance: Advice to landowners about the value of natural or cultural resources and sound management practices.

Registration: Formal recognition of natural or historic landmarks to encourage voluntary protection.

Cooperative Agreements: Formal or informal contracts for cooperation in management, maintenance, or operation of valuable resources.

Financing and Economic Incentives

Tax Incentives: Reduced local property tax assessments to encourage retention of open space; special benefits for donations of land for conservation purposes.

Land Trusts: Community, State, or National organizations with authority to acquire and manage land or interests in land for conservation purposes.

Revolving Funds: Special funds for purchasing threatened lands or structures which can be restored and resold with conservation restrictions to replenish the fund, for future projects.

Innovative Financing: Coordinated use of existing programs, local bonding authorities, and other funding sources to protect outstanding resources.

State and Local Legal Authorities

Comprehensive Planning: Local or regional efforts to guide the location and timing of new development and public facilities.

Zoning and Subdivision Controls: Local authority to regulate the subdivision of land or the location, density and character of development to protect public health and safety.

Ordinances: Local laws to control air and water pollution, preserve historic areas, license commercial activities, and otherwise protect the community.

Transfer of Development Rights: A program to direct growth from sensitive areas to land suitable for more intense development by allowing owners to sell rights to develop in exchange for agreements to retain open spaces or low intensity uses.

Less Than Fee Interests

Easements: Purchase of rights of access or the right to limit certain uses of property to protect scenic, natural, ecological, historic, or other values.

Other Partial Interests: Buying mineral, timber, grazing, water, or other rights in property while all other aspects of ownership remain unchanged.

Leases: Rental of property for a fixed term to allow for public access or to further other conservation objectives.

Purchase and Sellback: Property can be bought and resold with reserved interests or other deed restrictions to protect natural, cultural, or recreational values.

Other Acquisition Methods

Donations: Gifts of land or other interests to government agencies or a qualifying conservation organization can bring tax advantages and public relations benefits.

Bargain Sales: Partial donations to realize some cash and at the same time tax benefits from charitable contributions to a qualifying organization.

Exchanges: Trading one property or interest for another either directly or through a third party, possibly including some cash payment to equalize values.

Examples

Pinelands National Reserve, New Jersey

State and local legal authorities including zoning, water quality controls, and a transferrable development credit program are being used with limited Federal financial and technical assistance to manage growth and protect significant natural resources in one million acres of Southeastern New Jersey.

Sawtooth National Recreation Area, Idaho

Scenic easements and cooperation with local governments have been used effectively by the Forest Service instead of outright purchase of private lands to protect a recreational landscape.

Cape Cod and Fire Island National Seashores, Massachusetts and New York

Local zoning ordinances meeting standards set by the Secretary of the Interior cover private land within the Seashore boundaries, reducing the need for Federal acquisition.

Upper Mississippi River, Minnesota

Ordinances adopted by county governments under the State's joint powers legislation are protecting 450 miles of wild and scenic river, and have been adequate to avoid the need for Federal acquisition and management.

Piscataway Park, Maryland

Scenic easements have been donated and purchased to protect the view from Mount Vernon and establish a National Park.

Blackfoot River, Montana

Leases and donated conservation easements have protected a river corridor at virtually no direct cost to Federal or State agencies.

Waterfowl Production Areas, Minnesota, Montana, Wisconsin, North and South Dakota

Easemenats held by the Fish and Wildlife Service in the prairie pothole region cover more than one million wetland acres to protect waterfowl habitat on land that remains in private ownership.

Grasslands National Wildlife Refuge, California

Proceeds from the sale of conservation easements to the Fish and Wildlife Service are helping local landowners pay rising property taxes and protect a significant portion of wintering habitat for migratory waterfowl in the Pacific flyway.

King Range Conservation Area, California

The Bureau of Land Management has exchanged public lands for private holdings to conserve this outstanding coastal area.

Lowell National Historical Park, Massachusetts

Federal and State cooperation in management, a revolving fund, easements, and local ordinances are contributing to revitalization of an historic district as a National Park.

Jean Lafitte National Historical Park, Louisiana

State and local units of government are responsible for enacting and enforcing controls over land use in a "park protection zone," in accord with guidelines set by the Secretary of the Interior who also is authorized to enter cooperative management agreements and provide technical assistance to private landowners.

Ice Age Scientific Reserve, Wisconsin

A cooperative arrangement allows for State management of this National Scientific Reserve while the Federal government provides some interpretive services and shares in operating costs.

Upper Delaware River, New York and Pennsylvania

Local planning and zoning authorities, easements, technical assistance, and other cooperative approaches are being used to protect this and other wild and scenic rivers with a minimum of Federal land acquisition.

Big Sur and Humbolt North Coast Land Trusts, California

Conservation easements are being used by non-profit trusts to protect fragile coastal areas and exceptional scenic values while land remains in private ownership and in productive use.

Marshall Forest, Georgia

Official recognition through the National Natural Landmarks program and voluntary landowner cooperation are helping to protect this outstanding natural area from development.

Adirondack Park, New York

About 60 percent of this 6 million acre state park remains in private ownership, subject to a land use and development plan which directs and clusters growth to minimize impacts on natural resources and open space values.

LPG Task Force Report
Alternatives for Resource Protection and Management

Membership

Bureau of Land Management	Kenneth Mak
Fish and Wildlife Service	Clyde Schnack Paul Charette
National Park Service	Allen Harpine Bill White
Forest Service	Gordon Small
Heritage Conservation and Recreation Service	Warren Brown, Chairman Virginia Coull
Other participants	Phil Metzger, PPA Sandra Yancey, HCRS Dick Gardner, CEQ

Definitions and Objectives

The Task Force's original mandate was to refine a program of research, education, and training on alternatives to fee simple acquisition. There was early agreement that the scope of our inquiry covered the entire range of methods available to Federal agencies for protecting and managing resources, independently or in cooperation with States and local governments. We agreed that the program should cover the following general categories:

1. Fee simple acquisition.
2. Acquisition of less than fee or "partial" interests.
3. Acquisition for less than full market value through donation, bargain sale, or exchange.
4. Protection and management without acquiring any interests in property through legal, educational, administrative, regulatory, or other actions.

The program to be implemented should improve the capability of Federal agencies to use all available tools. The following discussion assumes that fee, less than fee, and non-acquisition approaches will be considered objectively, without any effort to describe one category as inherently good or bad. We suggest that the title of "Creative Resource Protection and Management" is more appropriate than "Alternatives to Fee" to describe the program. Material developed should provide benefits for management of land already in Federal ownership as well as protection of resources now outside of the Federal estate.

General Conclusions

The task force agreed that there is a need for better information on what tools are available, how they have worked in the past, and how to make them work more effectively in the future. Agency policy statements and manual directives on protection tools were recognized as necessary but not sufficient to encourage more effective use of alternatives. Analysis of basic issues, documentation of costs and benefits, and direct training of agency personnel are also needed.

The audience for these training and educational efforts is not limited to staff with direct responsibility for land acquisition. There was strong agreement that planners, administrators, and policy staffs, as well as negotiators, appraisers, and land managers need to be better informed about what alternatives are available and how to use and manage them. Better communication across functional lines within the agencies can help to expand the use of many tools.

Specific Findings and Recommended Actions

The Task Force sponsored and organized an interagency workshop to draw on the expertise of other agency staff members. Based upon the Task Force's regular meetings and the results of the interagency workshop, we identified the following 15 significant problems and accompanying recommendations for action to expand the use of alternatives:

Data and Information

1. Problem: Current perceptions about experiences to date with alternatives for resource management and protection are based upon inadequate and sometimes inaccurate data.

Actions: A. Develop methodology for assessing relative advantages and disadvantages of various protection tools.

B. Prepare case studies documenting practical experiences with alternatives to fee in selected projects.

C. Conduct independent analyses of actual and perceived costs and benefits in various Federal, State, and local projects.

2. Problem: Field staff responsible for preparing new area studies and management plans do not have adequate understanding of relationships between defining project objectives and selecting protection tools.

Actions: A. Prepare special series on protection planning methods and tools for current agency training programs.

B. Hold regional workshops to provide specialized instructions for agency planning staffs, emphasizing definition of management objectives, including compatible and incompatible uses, and relationship between management objectives and protection tools.

3. Problem: Agency staffs at all levels do not have adequate information about what tools are available and how to use them.

Actions: A. Prepare introductory handbook providing overview of the range of protection tools available.

B. According to agency needs, develop "lesson plans" to incorporate handbook into agencies' regular training programs and special workshops.

C. Prepare more detailed instructional material showing in practical terms how to use various categories of tools including:

    1. regulatory authorities
    2. less than fee purchase
    3. donations and exchange
    4. cooperative arrangements
    5. coordination with other Federal programs

4. Problem: There are currently no real incentives for planners, managers, negotiators, or others to use alternatives to fee.

Actions: A. Policy statements by agency Directors and/or Assistant Secretaries indicating support for innovative approaches;

B. Establish an awards program for "creative conservation" providing special recognition for achievements in innovative resource protection.

C. Draft legislation to provide financial incentives for purchase and lease or sell-back by returning receipts to special account for each project, or at least the LWCF rather than general fund.

D. As necessary, strengthen agency manual directives on consideration of alternatives.

Internal Coordination

5. Problem: Compartmentalized decisions: agency staffs with responsibility for one function are not adequately aware of the activities by and constraints on others within the organization.

Actions: A. For each agency, develop recommendations for improvements in internal communications among planners, managers, negotiators, administrators, etc.

B. Provide a series of "mini courses" (e.g. water law) for specialists in tools, requirements, procedures, and opportunities available to other specialists within the agency.

6. Problem: Really effective ability to develop and implement creative conservation strategies requires specialized experience and manpower not available to most resource managers or planners.

Actions: A. Prepare a directory of specialists or experts to provide planning and technical assistance upon request by project or agency.

B. Establish or reclassify positions for "resource protection specialist" and "easement administrator," etc.

C. Develop listing of courses currently offered by Federal agencies and professional organizations (e.g. American Right-of-Way Association, American Institute of Real Estate Appraisers, etc.); and consider requiring attendance as part of a continuing education program.

Interagency Coordination

7. Problem: Other Federal agencies with regulatory authorities or financial assistance programs have greater potential than is currently being realized to expand the use of alternatives to fee and to support the objectives of the LWCF member agencies.

Actions: A. Draft memos of agreement with regulatory and funding agencies to encourage better cooperation and consistency with LPG agencies programs and projects.

B. Conduct information sessions for other agencies (EPA, HUD, EDA, FMHA, etc.) on LWCF programs, procedures, policies, etc. Emphasis on how they can help us and how we could reciprocate.

Legislation and Legal Tools

8. Problem: People drafting new area legislation do not have readily available model language for various protection approaches.

Actions: A. Prepare a detailed comparative analysis of various protection strategies tried to date. Develop generalized "models" for arrangements of tools, authorities, procedures, and funding.

B. Hold briefings for key congressional committee staff members to present findings and suggestions. Similar sessions to be held for agency staffs with responsibility for legislative reviews.

9. Problem: Easements and other less than fee instruments are frequently not drafted adequately to facilitate enforcement or administration.

Actions: A. Compile and evaluate a collection of existing instruments for easements, reserved interest deeds, convenants, and other tools.

B. Draft model instruments for various types of techniques.

Specialized Functions

10. Problem: Acquisition of less than fee interests is frequently seen as contrary to congressional intent in authorizing legislation.

Action: A. Seek general clarification in language for forthcoming reports from authorizing and appropriations committees.

11. Problem: Appraisal of less than fee interests is frequently regarded as a purely technical issue easily within the capability of appraisers. However, experience in resales of encumbered property and enforcement problems suggests that appraisal of partial interests could be improved.

Action: A. Conduct statistical analyses of market experiences with resales of encumbered properties in selected projects.

B. Analyze experience in enforcement of less than fee interests in relation to appraisal levels.

C. Develop recommendations for any improvements in appraisal policies, procedures, or techniques as necessary.

12. Problem: Some negotiators lack adequate specialized training in communication techniques and other methods for gaining confidence of landowners.

Actions: A. Provide funding to expand participation in training courses currently offered by Federal agencies and professional organizations (e.g. BLM, American Right-of-Way Association, etc.).

B. Develop additional specialized training opportunities as necessary for segments in each agency's regular training programs.

External Forces

13. Problem: There is inadequate support for other than fee protection from key constituent groups.

Actions: A. Investigate landowner attitudes and concerns in selected project areas. Develop informational material to address landowner concerns.

B. Conduct informal discussion sessions with leaders of conservation groups and associations: NPCA, NACO, Governors, SLO's, ABA, APA, etc.

C. Develop instructional material for workshops with concerned "public interest" associations and groups on advantages of various alternatives.

14. Problem: Local property tax assessment policies and practices are inconsistent for less than fee interests and may inhibit landowners' willingness to sell partial interests.

Actions: A. Analyze current assessment rules and practices in all States, including specific projects. Identify good examples.

B. Work with SLO's to develop recommendations for uniform State laws on assessment of partial interests.

15. Problem: Professionals advising landowners are not aware of certain advantages and legal implications connected with less than fee purchases or donations.

Action: A. Prepare general information for attorneys, accountants, and realtors who may be representing property owners in project areas.

Summary of Recommended Program FY 1981 - 82

The basic findings and recommendations of the task force have been consolidated into proposals for a 2 year program involving contract studies as well as projects to be undertaken by LPG and agency staffs. Estimated costs for contracts and work months are based upon comparable projects from previous years. We anticipate that further adjustments in cost estimates will be required as more detailed scopes of work are developed. There was general agreement on the need to avoid unnecessary expenditures for outside studies. However, to collect new data, conduct the type of thorough analysis necessary, and develop really useful training materials will require substantial commitments of time and money. Continued participation of agency representatives in the development of requests for proposals and selection of contractors will help assure that the planned projects do not duplicate information already available.

Recommended Program

1980

Contract 1	Schedule	Cost Estimate
Introductory Handbook on Protection Tools	10/80-3/81	$23,000

Contract awarded to the Center for Natural Areas covers annotated bibliography on protection tools, brief descriptions of various techniques, and general suggestions on how to select effective strategies. Camera-ready copy of final report will be in handbook format. After HCRS/agency review, additional copies will be produced under separate contract and available 6/81. Handbook will be introduced during series of regional training sessions to be initiated in late FY 81 and continuing in FY 82.

1981

Contract 2	Schedule	Cost Estimate
National Symposium on Innovative Resource Protection and Management	6/81	$125,000

Contract funds will support sponsorship of a 2 or 3 day national conference on land protection and management, to be held in cooperation with conservation groups or other Federal agencies. Leading experts in the public and private sectors will present papers, conduct workshops, and help develop guidelines for more effective use of alternatives to fee acquisition. The symposium will serve to identify what work has been done in the field and to help build a broader consensus on future needs for training, research, and education. Proceedings will be published for use as a basic reference by Federal agencies and others. Cost estimates include travel and expenses for some speakers and panel leaders outside of Federal agencies.

Contract 3	Schedule	Cost Estimate
Economic Assessment of Protection Tools	2/81-8/81	$175,000

Methods for evaluating the advantages and disadvantages of various protection and management tools will be developed and applied. Established projects will be analyzed considering long and short term costs for acquisition, management, and enforcement.

Estimate covers visits to several project sites and analysis of data to be supplied by managing agencies. Final reports and recommendations will be published in a format to be combined with results of other contracts. Funding for model training sessions and audio-visual material as necessary is scheduled for FY 82.

Contract 4	Schedule	Cost Estimate
Analysis of Partial Interest Appraisals and Resales	2/81-8/81	$75,000

Contractor will analyze previous experiences in appraisal of partial interest and resales of encumbered properties. Approaches to valuation and special problems of valuing partial interests will be addressed, as well as State and local property assessment methods. Recommendations will be developed for improvements in model language for instruments and improvements in appraisal techniques, as necessary. Final report and recommendations will be published in handbook format to be combined with results of other contracts. Funding for model training sessions and audio-visual material as necessary is scheduled for FY 82.

Publications and Other Expenses	Cost Estimate
1. Printing and audio-visual material for Introductory Handbook on Protection Tools.	$15,000
2. Expansion of contract projects currently underway in other agencies such as Water Resources Council, CEQ, Office of Coastal Zone Management, etc., to cover interests of LPG.	25,000
3. Directory of Specialists and Training Opportunities in Resource Protection.	5,000
Total FY 1981	$420,000

LPG and Agency Staff

Through the following projects, the LPG staff and agency representatives will monitor contracts, review and disseminate findings and supplement the work to be carried out by contractors.

	Work months
1. Document experiences with alternatives to fee in selected Federal resource areas.	3
2. Prepare and publish RFPs for contracts; monitor contractor performance.	continuous
3. Review procedural obstacles to more widespread use of exchange authorities and recommend changes as necessary.	6
4. Review agency acquisition manuals and recommend improvements as necessary in sections on partial interests and other tools.	4
5. Review pilot training sessions and develop Model Implementation Plan for agencies to use in incorporating training materials into regular program.	4
6. Conduct interagency regional workshops on Introductory Handbook (Contract 1)	4
7. Conduct discussion sessions with constituent groups, Congressional staff, and other Federal agencies.	2
8. Prepare, maintain and distribute current list of training opportunities.	continuous
9. Draft or recommend policy statements, articles and speech material for agency directors and Secretariat encouraging innovative tools.	3
10. Co-sponsor with private organization a conference on Creative Land Development.	2

1982

Contract 5	Schedule	Cost Estimate
Comparative Analysis of Legislative Models	1/82-6/82	$75,000

Federal and selected State legislation authorizing alternatives to fee purchase in specific areas will be analyzed. Based on experiences in areas such as Pinelands, Big Sur, Cape Cod and Lowell, model language will be drafted concerning acquisition tools, institutional arrangements, funding authorities, and relationships among levels of government or private organizations. Results will be presented to agency and Congressional staffs in a series of workshops.

Contract 6	Schedule	Cost Estimate
Model State Legislation on Alternatives to Fee	1/82-6/82	$85,000

Current legislation in the 50 states related to easements and assessments, leases, cooperative agreements, and other protection tools will be reviewed. Recommendations for model enabling statutes will be developed in cooperation with national organizations representing governors and state legislatures.

Contract 7	Schedule	Cost Estimate
Model Training Sessions on Alternatives to Fee	1/82-4/82	$75,000

Contractor will conduct interagency regional training workshops based on the results of Contracts 3 and 4 ("Economic Assessment of Protection Tools"; "Analysis of Partial Interest Appraisals and Resales") Audio-visual materials will be produced to accompany handbooks, as necessary.

Contract 8	Schedule	Cost Estimate
Training Evaluation Workshop	8/82	$75,000

Contractor will organize and conduct a workshop to evaluate and revise as necessary training methodology, course content and organization of training sessions held during FY 81-82. Agency staff and contractrs involved in developing, reviewing, and receiving training would be invited to participate in evaluation. Agencies would also report progress made in implementing training materials into existing programs.

Contract 9	Schedule	Cost Estimate
Protection and Management Techniques: Additions to Handbooks	2/82-8/82	$125,000

Develop practical implementation guides for those protection and management strategies not covered by FY 81 contracts. Evaluate advantages and disadvantages, short- and long-term costs, and suggest ways to use techniques to meet management objectives. Final reports and recommendations will be published and incorporated into handbooks produced under earlier contracts.

Contract 10	Schedule	Cost Estimate
Case Studies (Film)	1/82-8/82	$100,000

Contractor will prepare a film or slide-tape presentation documenting case studies of experiences in previous project areas with various protection and management strategies. Case studies will represent Federal, State, local and privatly sponsored projects. Products will be designed for use in agency training programs as well as for citizen or private sector audiences.

Contract 11	Schedule	Cost Estimate
Planning and Management Methods (Film)	1/82-8/82	$100,000

Contractor will prepare an audio-visual presentation on planning methods, management objectives and craftsmanship in developing protection strategies. Presentation will describe a model process for formulating objectives, identifying valuable resources, and selecting appropriate protection tools. Film or slide-tape show will be designed for use in agency training sessions as well as for private or civic audiences.

	Total FY 1982	$635,000

LPG and Agency Staff

Through the following projects, the LPG staff and agency representatives will monitor contracts, review and disseminate findings and supplement the work to be carried out by contractors.

	Work Months
1. Prepare and publish RFPs for contracts; monitor contractor performance.	continuous
2. Review and evaluate pilot training sessions produced under Contracts 5 and 6.	1
3. Investigate obstacles to purchase and lease or sell back arrangements; draft legislation as necessary.	5
4. Develop awards program for creative conservation.	
5. Modify training sessions, materials and scheduling according to recommendations from Training Evaluation Workshop.	3
6. Continue discussion sessions with agency and Congressional staffs, and constituent groups.	2

RECREATION GRANT PROGRAM

Senator McClure. The Reagan budget proposes 1981 rescissions for the State portion of the program of $145 million, leaving $159 million available for obligation in 1981. How much of that has been obligated to date?

Mr. Ritsch. This is the State side of the Land and Water Conservation Fund, sir?

Senator McClure. Yes.

Mr. Ritsch. Just one moment and I will give you the figures. The obligations on the State side were $73.3 million. That is in 1981 funds.

Senator McClure. What total obligations have you made this year on the 1981 and previous funds?

Mr. Cardwell. Total? All of it?

Senator McClure. Yes.

Mr. Cardwell. Obligations total $134 million—$134.6 million.

Senator McClure. That has been obligated from all of the funds that are available to you?

Mr. Ritsch. Fiscal year 1981 and prior year; yes, sir.

Senator McClure. Is there a possibility that there are more obligations in the pipeline than you have provided for?

Mr. Ritsch. In this program, we have a very long history of strong accounting on it. No, sir, I don't think so. I think this is a fairly accurate presentation.

RECREATION GRANT AND FEDERAL LAND ACQUISITION BACKLOGS

Senator McClure. What's the backlog of state recreation plans to be funded by these funds?

Mr. Ritsch. State backlog?

Mr. Bowers. I don't have an accurate figure on the plans, sir. The total number of projects dollar-wise that are in our regional offices right now that the States have submitted prior to the hold being placed on funding amounts to approximately $59 million in projects. These are projects that are in the pipeline.

Senator McClure. The State must, under the statute, present to you a State plan for approval that outlines activities and acquisitions. Those plans have been approved?

Mr. Bowers. Yes, sir. Right now there are no States that are ineligible.

Senator McClure. Each of those plans outlines needs? Each of those plans outlines acquisitions they intend to make and the funding levels required to meet the State plans' totals—not tens of millions of dollars but hundreds of millions of dollars; is that not correct?

Mr. Ritsch. That's probably correct, sir, if you add it up. Now not all States present what we used to have early in the planning process, what was called an acquisition and development schedule, where they actually identified tracts that they wanted to buy. That's been abandoned over the years as a requirement, as what we call SCORP planning has changed more toward the identification of policy and priorities as opposed to site-specific identification.

So not all States carry what's called an A. & D. schedule; therefore, it's difficult for us to say we could take 50 State plans and add them up and say we've got a backlog on the State side of 500 million dollars' worth of projects.

Senator McClure. What's the backlog of acquisitions on the Federal side, authorized?

Mr. Dickenson. $881 million, Mr. Chairman. That's only the National Park Service.

Senator McClure. That's National Park Service?

Mr. Ritsch. Total Federal backlog is approximately $3 billion.

Senator McClure. $3 billion. That State backlog was always running higher than the Federal backlog?

Mr. Ritsch. I don't think we've ever had an assessment of their total backlog, except at one point in history about 1975 or so, we did make a special round with the States. That's when legislation was underway to amend the land and water fund, and they did come up with a backlog figure that was probably a 2- or 3-year backlog. It's very difficult for them to project what is coming at them from local governments, for one thing. And so it's a hard figure to get.

Senator McClure. All they can do is identify the known.

Mr. Ritsch. That's right. And I would say probably without fear of contradiction that in any given fiscal year, they have two to three times the amount of requests that we can handle with available funding.

Senator McClure. That was what they were ready to move on.

Mr. Ritsch. Yes, sir.

Senator McClure. The reason I did this was to get a little perspective. Consistently the State plan requirements were greater even than the acquisition costs of the Federal side. That's one of the reasons Congress over the years protected the States' share, because we would ask them to enter into a planning process, identify outdoor recreation needs, go through the procedure of setting up a State recreation plan, and that identification of need at the State level has always been, I believe, greater than the backlog of authorized but unacquired Federal acquisitions.

When we get down to this end of the process, we're going to fund some further Federal acquisitions but chop off the State acquisitions rather abruptly. We do that even knowing that the States' share, the States' backlog, is greater than the Federal backlog.

Mr. Ritsch. Yes; of course, Federal acquisition will be very, very limited. We have to work, of course, with pending condemnation actions. We'd have to pay deficiency awards on those types of cases, and there is a provision for emergency land acquisition out of the $45 million.

Senator McClure. That's Federal side, not State side?

Mr. Ritsch. Yes; the only thing the $45 million supports on the State side is the administration by us so we can continue to process the estimated 8,000 active cases.

ALLOCATION OF UNOBLIGATED RECREATION GRANT FUNDS

Senator McClure. Have all further obligations on the States' portion been stopped?

Mr. Ritsch. They were stopped while we assessed, and we are now in the process of getting ready to release the prior year money, the $31.7 million in prior year money. We'll be taking action to free that up so the States can begin to move some grants very rapidly.

Senator McClure. That's unobligated out of prior years?

Mr. Ritsch. Unobligated out of prior years; yes, sir.

Senator McClure. How will the remaining funding be allocated to the States?

Mr. Ritsch. The $10.4 million that would remain after rescission, the Secretary again will have to face that. Of course, we are sort of awaiting the results of the rescission request, but certainly we will have to approach it about the same way. We'll have to look at hardship cases first.

There were a number of States that, due to no fault of their own, did not get underway in fiscal year 1981 with obligations. This is due largely because they have to go before their State legislatures to get their 50 percent match. Some of them are on a biennial budget, as opposed to annual budget, and it causes some problems. So we do have, certainly, some hardship cases just in those States alone that have obligated zero or a very low percentage thus far in the fiscal year when the freeze took place.

Senator McClure. According to the information that I have that's been furnished by your staff, there are 12 States that have not obligated any of their fiscal year 1981 funds, while at least 7 have obligated 75 percent or more of their allocated funds.

Mr. Ritsch. That's correct.

Senator McClure. On page 3 of your testimony, you state: "The Secretary would have discretion under your proposed appropriation language to allocate the funds as he sees fit."

Do you know what criteria he would use?

Mr. Ritsch. Those criteria will be developed as we learn the outcome of the request for the rescission. But again, it will have its foundations in hardship and where hardships have occurred. And I'm sure that there will be some emergency criteria planned also.

Senator McClure. It will be, in effect, the entire $42.1 million?

Mr. Ritsch. Just the $10.4 million.

Senator McClure. How about the $31.7 million?

Mr. Ritsch. We're going to let the States begin to move on that right away.

As Mr. Bowers has indicated, we do have quite a few pending grants.

Senator McClure. How are you going to allocate them?

Mr. Ritsch. It's already apportioned to them. We never withdrew those apportionments. We simply placed a freeze on them long enough to be sure that we had sufficient moneys totally.

Senator McClure. So the apportionment may well apply to the $31.7 million of the prior year's, so the unobligated 1981 appropriation, then, is the $10.4 million.

Mr. RITSCH. That's correct, sir.

Mr. BETTENBERG. Mr. Chairman, if I could elaborate on that. We have met with the Secretary on the allocation, both of the prior funds, which he has ordered—now that we've got the accounting complete—released back to the States that they were apportioned to, as well as the 1981 funds. And it was his decision, which only has to be put in memorandum order form to HCRS in the next couple of days, that of that funding, we would try to set aside, awaiting the rescission action, including the language we've included in the rescission, sufficient funds so every State would be up to the 10 percent level. And that would leave a balance of about $3.6 million for additional hardship cases.

Senator McCLURE. You mean that of the $10.4 million that is remaining, about——

Mr. BETTENBERG. Approximately $6.8 million would be necessary to get every State up to the 10 percent level so none of the 12 States that you mentioned or other States below the 10 percent level, that didn't have at least——

Senator McCLURE. That reduces the contingency reserve, then, to $3.6 million?

Mr. BETTENBERG. Yes.

HARDSHIP CASES

Senator McCLURE. I'm a little puzzled because you've requested $45 million for the Federal portion of the program for hardship cases. We are now down to $3.6 million for the States.

Upon what basis did you make the decision that the Federal Government will have eleven times as many hardships as the States?

Mr. BETTENBERG. The $45 million for the Federal side will primarily cover the land acquisitions staffs who will begin to move into the process of exchanges.

Senator McCLURE. You mean the hardship is going to be the bureaucrat's salaries?

Mr. BETTENBERG. Well, there's a lot of acquisition activity that's going to be going forward.

Senator McCLURE. I know. What else is new? [Laughter.]

Mr. BETTENBERG. And there are a lot of court cases that are pending.

Senator McCLURE. But you don't think there are any court cases pending at the State level?

Mr. BETTENBERG. There shouldn't be in terms of—you know, we haven't made grants for those, so States should not have proceeded.

Mr. BOWERS. The difference between the Federal and State side is that on the State side we already have moneys obligated to ongoing projects and those moneys can be used for expenditures incurred.

The Appropriations Act of 1981 for the Land and Water Conservation Fund limited the contingency reserve to $6 million. Of that, $2.4 million has already been obligated, which sets $3.6 million as the maximum amount we can actually allocate under the contingency reserve itself.

The decision was then made that the balance would be allocated to those States who had received little or no funding at all to bring them up to at least 10 percent to take care of hardships that they may have incurred because of the low obligation rate.

Senator McClure. What request has been made of the States to identify their hardship cases, the kinds of emergencies and hardships that you are identifying on the Federal side?

Mr. Ritsch. Well, actually we will consult with the States in this process to determine what types of hardships they have. I have heard some reported——

Senator McClure. My question is, what have you already done?

Mr. Ritsch. We have had discussions with some of the State liaison officers on a one-to-one basis to determine the types of hardships. One example was reported to me by the State liaison officer in Missouri where they have $1 million acquisition that the nature conservancy acted on and is holding for them, and it is drawing quite a bit of interest per day—I think in terms of about 1,000 per day—so the State is very anxious to move on that case.

Senator McClure. And if you do that, we're down to $2.6 million for everything else.

See? My concern all the way along is that the Federal agency has been very good at looking inward to see what problems they have, but have you really attempted to look out at the States to see what problems they have? And the answer I get is, oh, we've had some one-to-one conversations with some State liaison officers.

But apparently there has been no structured attempt up until this time to determine whether or not the States really have a problem with the cutoff of their funds.

Mr. Ritsch. I think the States will have to identify, first of all, when they get their old year moneys back, they'll have to clear out the projects that they had earmarked for that old year money. So I think they have a step to go through there to see what their remainder is and what categories that falls in.

Senator McClure. I would think they have a pretty good idea, don't they, what their problems are, what their program is? It didn't take you very long to identify your own. I would think they wouldn't have much trouble identifying their own, and if asked, they might tell you.

Mr. Ritsch. Actually I don't know that we've identified our own that well. That $45 million, by the time we do shift our emphasis from acquisition to exchange and we fund the staffs and the Federal agencies to work an active exchange program and use "other than fee" techniques, and by the time we fund an amount sufficient to keep processing those 8,000 grants on the State side, I just don't know what the amount left will be for "emergency" acquisitions, but it may not be so big as you might envision.

BASIS FOR DETERMINING AMOUNT REQUESTED FOR LAND AND WATER CONSERVATION FUND

Senator McClure. That leads me into my next question. What is the basis for determining the $45 million?

Mr. RITSCH. The $45 million is a figure that was given to us as a figure to work with. It was not a figure developed based on needs. Rather it was a figure within which we could work.

Senator MCCLURE. Well somebody must have exercised some judgment somewhere. Are you as puzzled by that as we are? Could you point a little more closely to where that judgment was exercised?

Mr. RITSCH. I might defer to Mr. Bettenberg.

Mr. BETTENBERG. The $45 million was essentially the amount available to the Department within the constraints in which the Department was working.

Senator MCCLURE. But somebody arrived at that figure somehow. You mean, they just allocated funds for everything they could identify, and this was what was left over? Or are you telling me that there was just an arbitrary, off-the-top-of-the-head figure? Or did we use tea leaves or chicken entrails?

Mr. BETTENBERG. I think it wasn't arbitrary. I think it was rather clearly intended to limit further acquisition to an absolute minimum in the context——

Senator MCCLURE. I understand the policy.

Mr. BETTENBERG [continuing]. Of rounding out the Federal estate. But we were operating within the overall constraints of the administration, overall reduction targets, and in a process of setting priorities amongst the reductions that would have to be taken and the remaining amounts that would be available.

Senator MCCLURE. I don't mean to be particularly hard on you people, because I suspect I know where the figure came from, and it was an arbitrary figure. And if I can understand from what you've said, you suspect the same thing. I'll not ask you to say so.

Senator MCCLURE. How will the $45 million be allocated? What specific items do you expect to pay for out of this $45 million?

Mr. RITSCH. We intend to allocate $4.6 million to the National Park Service for administration of the State grant portion of the Land and Water Conservation Fund and $0.8 million to the Assistant Secretary for Fish and Wildlife and Parks for administration of the Federal portion of the fund. The remaining $39.6 million will be divided among the Federal land managing agencies to meet salary and minimum land acquisition related expenses such as relocation payments, deficiency payments, and associated closing costs for prior commitments. The distribution of the $39.6 million is: National Park Service, $29.4 million; Forest Service, $8.6 million; Fish and Wildlife Service, $1.1 million; Bureau of Land Management, $0.3 million; and Pinelands National Reserve, $0.1 million.

LAND CONDEMNATIONS

Senator MCCLURE. Would you provide for the committee for the record a complete list and status report on all land condemnations underway by the Federal agencies involved in the Land and Water Conservation Fund, including an estimated cost by year and other details?

Mr. RITSCH. Yes, sir, I'd be happy to.

[The information follows:]

LIST AND STATUS REPORT ON LAND CONDEMNATIONS UNDERWAY

The status report on all land condemnations underway by the Federal agencies involved in the Land and Water Conservation Fund is as follows:

National Park Service
Land and Water Conservation Fund
Status of Condemnations
April 23, 1981

Area	Cases	Dates Filed	Amount Deposited/ Estimated Value	Amount of Award Not Paid	Est. F.Y. Settlement/ Judgment Expected
APPALACHIAN NST					
Complaints:	19	11/80-01/81	309,450	48,975	'81,'83,'84
Declarations of Taking:	1	02/80	183,000	-	'83
Subtotal	20		492,450	48,975	
Amount Required for Deficiencies:		F.Y. 1983 - 125,000 F.Y. 1984 - 500,000			
BIG CYPRESS N. PRES.					
Complaints:	5,638	08/70-02/81	25,735,307	9,211,577	'81,'83
Declarations of Taking:	31	11/78	970,000	-	'82,'83
Subtotal	5,669		26,705,307	9,211,577	
Amount Required for Deficiencies:		F.Y. 1981 - 3,200,000 F.Y. 1982 - 12,000,000 F.Y. 1983 - 12,300,000 F.Y. 1984 - 9,480,000			
BIG THICKET N. PRES.					
Complaints:	83	11/70-12/80	8,700,000	3,087,448	'81,'82,'83,'84
Declarations of Taking:	6	10/78-09/80	374,850	-	'81,'82,'83
Subtotal	89		9,074,850	3,087,448	
Amount Required for Deficiencies:		F.Y. 1981 - 2,000,000 F.Y. 1982 - 5,000,000 F.Y. 1983 - 5,000,000 F.Y. 1984 - 2,000,000			
BISCAYNE NP					
Complaints:	1	02/78	2,523	-	'83
Declarations of Taking:	-	-	-	-	-
Subtotal	1		2,523		
Amount Required for Deficiencies:		0			
BOSTON NHP					
Complaints:	1	02/78	341,294	542,500	'81
Declarations of Taking:	-	-	-	-	-
Subtotal	1		341,294	542,500	
Amount Required for Deficiencies:		F.Y. 1981 - 201,206			

BUFFALO NR

Complaints:	69	12/77-09/80	3,500,000	-	'81,'82
Declarations of Taking:	7	03/78-11/80	241,685	-	-
Subtotal	76		3,741,685	-	

Amount Required for Deficiencies: F.Y. 1982 - 2,200,000

CANAVERAL NS

Complaints:	5	04/78	75,000	-	'82,'83
Declarations of Taking:	-	-	-	-	-
Subtotal	5		75,000		

Amount Required for Deficiencies: F.Y. 1982 - Unknown
F.Y. 1983 - 30,000

CAPE COD NS

Complaints:	145	05/72-12/79	6,401,925	45,000	'81,'82,'83,'84
Declarations of Taking:	2	03/78-02/79	23,800	-	'82
Subtotal	147		6,425,725	45,000	

Amount Required for Deficiencies: F.Y. 1981 - 500,000
F.Y. 1982 - 2,000,000
F.Y. 1983 - 4,500,000
F.Y. 1984 - 2,000,000

CAPE LOOKOUT NS

Complaints:	39	05/72-12/79	4,330,490	-	'81,'82,'83,'84
Declarations of Taking:	1	11/77	86,000	-	'82
Subtotal	40		4,416,490	-	

Amount Required for Deficiencies: F.Y. 1983 - 1,700,000
F.Y. 1984 - 500,000

CHICKASAW NRA

Complaints:	4	07/80	1,000	-	'82
Declarations of Taking:				-	-
Subtotal	4		1,000	-	

Amount Required for Deficiencies: 0

CONGAREE SWAMP NM

Complaints:	-	-	-	-	-
Declarations of Taking:	7	04/77-02/80	33,337,400	-	'81,'82
Subtotal	7		33,337,400	-	

Amount Required for Deficiencies: F.Y. 1982 - 15,000,000

CUMBERLAND ISLAND NS

Complaints:	8	To be filed	2,500,000	-	'82,'83
Declarations of Taking:	-	-	-	-	-
Subtotal	8		2,500,000		

Amount Required for Deficiencies: F.Y. 1982 - Unknown
F.Y. 1983 - 1,000,000

CUYAHOGA VALLEY NRA

Complaints:	25	08/78-09/80	4,563,079	75,000	'82,'83,'84
Declarations of Taking:	6	04/79-10/80	1,037,700	-	'81,'82,'83
Subtotal	31		5,600,779	75,000	

Amount Required for Deficiencies: F.Y. 1982 - Unknown
F.Y. 1983 - 3,000,000
F.Y. 1984 - 2,000,000

EVERGLADES NP

Complaints:	295	03/74-01/76	400,000	-	'81,'82
Declarations of Taking:	-	-	-	-	-
Subtotal	295		400,000		

Amount Required for Deficiencies: F.Y. 1982 - Unknown

FIRE ISLAND NP

Complaints:	6	01/78-04/79	371,000	68,500	'81,'82
Declarations of Taking:	1	07/79	20,000	-	-
Subtotal	7		391,000	68,500	

Amount Required for Deficiencies: F.Y. 1981 - 100,000
F.Y. 1982 - 200,000

FORT DONELSON NMP

Complaints:	1	01/79	30,000	-	'82
Declarations of Taking:	-	-	-	-	-
Subtotal	1		30,000		

Amount Required for Deficiencies: F.Y. 1982 - Unknown

GATEWAY NRA

Complaints:	1	08/79	11,963,000	-	'82
Declarations of Taking:	-	-	-	-	-
Subtotal	1		11,963,000		

Amount Required for Deficiencies: F.Y. 1982 - Unknown

GOLDEN GATE NRA

Complaints:	1	12/76	108,000	-	'82
Declarations of Taking:	-	-	-	-	-
Subtotal	1		108,000		

Amount Required for Deficiencies: F.Y. 1982 - Unknown

GULF ISLANDS NS

Complaints:	7	At Justice	400,000	-	'82,'83
Declarations of Taking:	-	-	-	-	-
Subtotal	7		400,000		

Amount Required for Deficiencies: F.Y. 1982 - Unknown
F.Y. 1983 - 200,000

HOT SPRINGS NP

Complaints:	-	-	-	-	-
Declarations of Taking:	2	08/77-02/79	211,500	-	'82,'83
Subtotal	2		211,500		

Amount Required for Deficiencies: F.Y. 1982 - Unknown
F.Y. 1983 - 100,000

INDIANA DUNES NL

Complaints:	283	03/77-12/80	2,803,402	-	'82,'83,'84
Declarations of Taking:	24	11/76-07/80	1,285,160	-	'82,'83,'84
Subtotal	307		4,088,562		

Amount Required for Deficiencies: F.Y. 1982 - 200,000
F.Y. 1983 - 1,000,000
F.Y. 1984 - 500,000

JEAN LAFITTE NHP & PRES.

Complaints:	3	12/80-02/81	703,000	-	'82,'83
Declarations of Taking:	-	-	-	-	-
Subtotal	3		703,000		

Amount Required for Deficiencies: F.Y. 1982 - Unknown
F.Y. 1983 - 300,000

LAKE MEAD NRA

Complaints:	3	07/70-07/78	384,000	-	'81,'82
Declarations of Taking:	-	-	-	-	-
Subtotal	3		384,000		

Amount Required for Deficiencies: F.Y. 1981 - 100,000
F.Y. 1982 - 100,000

LASSEN VOLCANIC NP

Complaints:	-	-	-	-	-
Declarations of Taking:	1	04/80	992,000	-	'83
Subtotal	1		992,000		

Amount Required for Deficiencies: F.Y. 1983 - Unknown

LOWER ST. CROIX NSR

Complaints:	5	03/77-02/78	1,932,872	-	'81,'82,'83
Declarations of Taking:	-	-	-	-	-
Subtotal	5		1,932,872		

Amount Required for Deficiencies: F.Y. 1982 - 500,000
F.Y. 1983 - 1,577,620

MAMMOTH CAVE NP

Complaints:	-	-	-	-	-
Declarations of Taking:	2	09/80	500	-	'82
Subtotal	2		500		

Amount Required for Deficiencies: F.Y. 1982-Unknown

MINUTE MAN NHP

Complaints:	2	03/77-01/78	173,000	-	'82
Declarations of Taking:	2	10/79	2	-	'83
Subtotal	4		173,002		

Amount Required for Deficiencies: F.Y. 1982 - Unknown

MOORES CREEK NB

Complaints:	4	02/79	100,000	4,500	'81
Declarations of Taking:	-	-	-	-	-
Subtotal	4		100,000	4,500	

Amount Required for Deficiencies: F.Y. 1982 - 60,000

NORTH CASCADE NP

Complaints:	-	-	-	-	-
Declarations of Taking:	3	12/79	211,250	-	'82
Subtotal	3		211,250		

Amount Required for Deficiencies: F.Y. 1982 - Unknown

OLYMPIC NP

Complaints:	-	-	-	-	-
Declarations of Taking:	1	07/78	20,000	-	'82
Subtotal	1		20,000		

Amount Required for Deficiencies: F.Y. 1982 - Unknown

PINNACLES NM

Complaints:	1	02/79	43,200	-	'82
Declarations of Taking:	-	-	-	-	-
Subtotal	1		43,200		

Amount Required for Deficiencies: F.Y. 1982 - Unknown

PISCATAWAY PARK

Complaints:	3	08/74-04/75	65,000	-	'81,'82
Declarations of Taking:	-	-	-	-	-
Subtotal	3		65,000		

Amount Required for Deficiencies: F.Y. 1981 - Unknown
F.Y. 1982 - Unknown

POINT REYES NS

Complaints:	-	-	-	-	-
Declarations of Taking:	1	09/79	76,000	-	'83
Subtotal	1		76,000		

Amount Required for Deficiencies: 0

SAGUARO NM

Complaints:	1	01/78	70,950	-	'82
Declarations of Taking:	-	-	-	-	-
Subtotal	1		70,950		

Amount Required for Deficiencies: F.Y. 1982 - Unknown

SAINT CROIX NSR

Complaints:	12	10/73-09/76	161,916	-	'82
Declarations of Taking:	-	-	-	-	-
Subtotal	12		161,916		

Amount Required for Deficiencies: F.Y. 1982 - 500,000

SCOTTS BLUFF NM

Complaints:	1	07/79	32,519	243,832	Recommended for appeal - '82
Declarations of Taking:	-	-	-	-	-
Subtotal	1		32,519	243,832	

Amount Required for Deficiencies: F.Y. 1982 - Unknown

SLEEPING BEAR DUNES NL

Complaints:	67	03/77-12/79	13,000,000	1,116,181	'81,'82,'83,'84
Declarations of Taking:	3	08/77-05/78	376,400	-	-
Subtotal	70		13,376,400	1,116,181	

Amount Required for Deficiencies: F.Y. 1981 - 1,116,181
F.Y. 1982 - 3,000,000
F.Y. 1983 - 8,000,000
F.Y. 1984 - 5,000,000

VALLEY FORGE NHP

Complaints:	1	10/78	99,200	-	'82
Declarations of Taking:	-	-	-	-	-
Subtotal	1		99,200		

Amount Required for Deficiencies: F.Y. 1982 - Unknown

VOYAGEURS NP

Complaints:	37	09/77-01/80	7,127,938	-	'82,'83
Declarations of Taking:	1	-	51,000	-	-
Subtotal	38		7,178,938		

Amount Required for Deficiencies: F.Y. 1982 -2,300,000
F.Y. 1983 -2,000,000

Area	Cases	Dates Filed	Amount Deposited/ Estimated Value	Amount of Award Not Paid	Est. F.Y. Settlement/ Judgment Expected
YOSEMITE NP					
Complaints:	-	-	-	-	-
Declarations of Taking:	1	12/77	118,456	-	'82
Subtotal	1		118,456		

Amount Required for Deficiencies: F.Y. 1982 - Unknown

GENERAL 3/					
Complaints:	-	-	-	-	-
Declarations of Taking:	-	-	-	-	-
Subtotal	-	-	-	-	-

Amount Required for Deficiencies: F.Y. 1982 - 3,000,000
F.Y. 1985 - 5,800,000

3/ Area identification unknown.

SUMMARY					
Complaints:	6,771	-	96,429,065	14,443,513	
Declarations of Taking:	103	-	39,616,697	-	
GRAND TOTAL	6,874	-	136,045,762	14,443,513	

Amount Required for Deficiencies: 1/

F.Y. 1981 -	7,217,380
F.Y. 1982 -	46,060,000
F.Y. 1983 -	40,832,620
F.Y. 1984 -	21,980,000
F.Y. 1985 -	5,800,000
	121,890,000

1/ Based on assumption that Deficiencies will exceed current values by 40%.

FOREST SERVICE--STATUS OF DECLARATIONS OF TAKING

Case Name & Mgmt. Unit	Date Filed	Amt. Deposited	Deficiencies on Filed Judgments	FY in which Settlement is Expected
Spruce Knob-Seneca Rocks NRA				
Alt	3/4/80	2,716		1981
Booth	4/12/75	5,100		"
Fetty	4/12/75	15,700		"
Riggleman	8/27/75	27,100		"
Sawtooth NRA				
Swiss Villa	4/13/78	610,000	923,000	"
BWCAW				
Perko	2/11/81	13,000		"
Pete	5/14/80	247,000		"
Smrekar	4/25/80*	40,600		"
Composites				
Davidson Industries	8/10/79	650,000		1982
Pruet	2/26/79	11,985		"
Graham	1/9/78	700		"
Harris	2/21/78	8,836		"
Williams	9/28/77	440		"
Lampe	4/30/71	9,100		"

*Date Declaration of Taking signed.

FORREST SERVICE--DECLARATIONS OF TAKING

Case Name & Mgmt. Unit	Date Filed	Amt. Deposited	Deficiencies on Filed Judgments	FY in which Settlement is Expected
Eleven Point W&SR				
Adams	12/20/77	5,000		1982
Conners	12/20/77	28,100		"
Kitchen	12/20/77	16,200		"
Roberts	12/20/77	32,000		"
Shaw	8/4/78	101,400		"
Staack	10/4/78	98,000		"
Taylor	11/29/78	66,000		"
M.F. Clearwater W&SR				
Paddison	7/22/77	35,000		1981
Wimer	1/20/78	11,400		"
Hazelbaker	3/24/78	16,940		"
Schinner	7/26/78	6,750		"
Robinett	7/26/78	25,000		"
Carr	8/4/78	6,500		"
Carr	8/4/78	14,500		"
Denham	8/4/78	3,400		"
Little	1/26/79	6,750		"
Little	1/26/79	1,000		"
Little	1/26/79	1,050		"
Bohn	1/26/79	1,500		"
Laws	5/22/79	4,500	3,500	"
Bryan	5/22/79	4,200		"

FOREST SERVICE--DECLARATIONS OF TAKING

Case Name & Mgmt. Unit	Date Filed	Amt. Deposited	Deficiencies on Filed Judgments	FY in which Settlement is Expected
M.F. Clearwater (Con'd)				
Ruckman	5/22/79	8,500		1981
Fike	5/22/79	2,250	5,580	"
Linn	5/22/79	10,000		"
Miller	11/20/79	900		"
Barath	2/19/80	17,070		"
Schwartz	5/12/80	40,000		"
Mundhenk	11/4/80	4,000		"
Mundhenk/Petty	11/4/80	6,000	2,000 (Petty Portion)	"
Engle	11/4/80	4,500		"
23 Cases				
M.F. Salmon W&SR				
Pistol Creek (38 Lots)	6/74	67,305	144,810	"
Cascade Head Scenic Research Area				
Russell	5/17/77	203,000	80,600	"
Gibson	2/28/78	64,500	39,200	1982
Carlyle Corp.	4/7/80	120,000		"
Rogue W&SR				
Commerce Investment	12/7/79	40,300		"

FOREST SERVICE--DECLARATIONS OF TAKING

Case Name & Mgmt. Unit	Date Filed	Amt. Deposited	Deficiencies on Filed Judgments	FY in which Settlement is Expected
Rogue W&SR (Con'd)				
Kronenberg	2/16/81	163,000		1982
Miller	11/7/78	4,000		"
Doer	11/27/79	31,700	35,800	1981
Duvall	10/16/79	28,700	45,100	"
Flathead W&SR				
Kalbfleisch	To be filed			1982
Alpine Lakes				
Mt. Cashmere	9/3/80	76,000*		"
Appalachian Trail Rights-of-Way	4/5/76-12/9/80	9,390		"
BWCAW Additional Awards & Deficiencies	5/14/80-4/14/80 (D/T's signed 4/23/80)			"
M.F. Clearwater W&SR Additional Awards & Deficiencies	7/77-11/80			"
Sawtooth NRA				
Matthes	5/2/78	18,750		"
Mayer	11/11/76	42,000		"

*Deposit into court on claim against the United States.

FOREST SERVICE--DECLARATIONS OF TAKING

Case Name & Mgmt. Unit	Date Filed	Amt. Deposited	Deficiencies on Filed Judgments	FY in which Settlement is Expected
Sawtooth NRA (Con'd)				
Sarychoff	9/14/77	6,000		1982
Van Lamb	9/14/77	48,500		"
Stewart, et al.	8/25/80	384,500		"
Hansen	9/14/77	25,900		"
		$3,554,232	$1,279,590	
Total Estimated Deficiencies Needed -		$5,078,244		
(FY 1981)		(2,728,244)		
(FY 1982)		(2,350,000)		
Total Funds for Pending Declarations of Taking		$8,632,476		

Fish and Wildlife Service
Declaration of Taking Status

Area	Individual Cases	Date Filed	Amount of Deposit	Amount of Court Award	FY Settlement Expected
Bear Valley	tract (15)	5-31-78	$ 200,000		82
Attwater Prairie Chicken	tract (16)	6-05-79	1,562,220		81
San Bernard	tract (16)	9-05-79	4,576		83
San Bernard	tract (47)	9-05-79	11,575		83
Santa Ana	tract (13)	4-01-81	9,750		82
Santa Ana	tract (20)	4-01-81	20,000		82
Great Swamp	tract (128)	3-07-78	237,825		81
Subtotal D.T.			$2,045,946		
		FY 1981	$395,280		
		FY 1982	100,000		
		FY 1983	4,849		
		Estimated Deficiency Needs	$500,129		

APR 29 1981

ROGUE WILD AND SCENIC RIVER

	Date Declaration of Taking-Filed	Amount Deposited with Court	Amount of Court Award	Estimated FY of Settlement[1]
Trenor	April 14, 1976	$173,000		1981
Yount	Aug. 17, 1978	4,800		1981
Hanten	Oct. 11, 1978	40,000		1981
Chilton	Oct. 11, 1978	2,500		1981
Brownell	Feb. 2, 1979	1,250		1981
Jones	May 1, 1979	14,900		1981
Whitmore	May 1, 1979	2,000		1982
Johnson	June 29, 1979	2,000		1982
Denhouting	Dec. 12, 1979	1,500		1982
Klose	Dec. 17, 1979	73,000		1982
Arrington	Dec. 18, 1979	1,500		1982
Martin	Nov. 15, 1979	2,100		1982
Retzloff	Dec. 12, 1979	1,500		1982
Thome	Dec. 11, 1979	1,500		1982
Burnette	May 12, 1980	12,500		1982
Reynolds	Dec. 18, 1980	1,600		1982
Gallagher	Jan. 21, 1981	9,000		1982
Padgett	Feb. 26, 1981	2,500		1983
Sinnaeve	April 17, 1981	3,000		1983
Subtotal		$350,150		

PACIFIC CREST TRAIL

Baxter	May 27, 1980	$ 550		1981
Subtotal		$ 550		
TOTAL		$350,700		

---

[1] This case involves 12 tracts - settlement has been reached on 10

Summary Table
Requirements by FY

FY 1981 -	$180,000
FY 1982 -	358,000
FY 1983 -	22,000
TOTAL	$560,000
Total Funds for Pending Declarations of Taking	$910,700

RESTORATION AND IMPROVEMENT OF NPS

Senator McClure. There is the new proposal for $105 million for restoration and improvement of the national park system. We understand that the amendment to the Land and Water Conservation Fund will authorize the use of the fund for restoration and improvement for the National Park Service, the Forest Service, the Fish and Wildlife Service, and the Bureau of Land Management. Is that correct?

Mr. Dickenson. I believe that is the correct form.

Senator McClure. But although that is the form of the amendment, the $105 million budget request for 1982 is limited solely to the National Park Service. Don't the other Federal agencies have any pressing need for additional restoration and improvement money?

Mr. Dickenson. I certainly would not intend to speak on behalf of the other Federal agencies, but at the time that the Secretary and I had the original discussions about the condition of the National Park Service in terms of deficiencies that we were developing, the intent at that time was not to think in terms of other than the National Park Service. So later deliberations within the administration have produced the present form. So that's why you have only before you a proposal for $105 million to deal with National Park Service restoration and improvement.

Senator McClure. Do you have a specific list of operation and improvement projects proposed for the National Park Service?

Mr. Dickenson. Yes, sir; we have been working quite hard to develop that. The National Park Service has completed its survey and it is undergoing final departmental review. We expect completion of the review soon.

Senator McClure. Do we have a similar list from other agencies?

Mr. Dickenson. I'm not aware that any other list exists, Mr. Chairman.

Senator McClure. Apparently, there was enough concern raised by other agencies or someone to get them included within the language of the proposed change.

Mr. Dickenson. That would be my speculation, yes.

Senator McClure. In spite of the fact that there is enough concern expressed, there has been no money added which would either indicate that we were going to get a supplemental for them or that they have no identifiable needs or that the Park Service would get less than the $105 million. Is that correct?

Is that the list of options?

Mr. Dickenson. I believe, Mr. Chairman, what you have before you certainly expresses the kind of priorities the Secretary of Interior sees in relation to the National Park Service itself.

Senator McClure. Let me indicate at the outset, as I've done on a number of other occasions, that I certainly concur in the need for improving the maintenance and doing some of the improvement work within the national park system. It's been a deferred need, and it's almost a national scandal and not the fault of the National Park Service. It's the fault of the Congress.

Mr. BETTENBERG. Mr. Chairman, if I could elaborate. The legislation was clearly prepared, drafted, reviewed, analyzed and so forth pursuant to the decision to have a major initiative to start improving and restoring the national parks. The Secretary clearly felt that that was the highest priority for initiating this sort of thing.

After the legislation was reviewed, it was decided that the same principle, so far as opening up the fund for that kind of work, should reasonably apply to the other land managing agencies, and we undoubtedly will be examining those requirements in contrast to the requirements of the Park Service in the 1983 budget and subsequent years.

Senator MCCLURE. Of the $105 million for the 1982 appropriation, will it be restricted to repair and rehabilitation projects, or will it include new construction projects?

Mr. DICKENSON. We will have some capital investment projects which we call construction, Mr. Chairman, but it is intended in setting those priorities to make sure that we are dealing primarily with the highest of the health and safety related kinds of deficiencies that have been identified. And out of the $105 million, just to give you some categories of how we see that, health and safety projects, for example, which are generally the smaller kind of maintenance projects, $18 million, and then we are dealing with a more complex kind of maintenance project which would require cyclic maintenance, such as the paving of roads, the painting of buildings, things that can be done on a reasonably cyclic kind of schedule. And that totals $29 million.

And then we have a considerable backlog in cultural resources. This has to do with historic preservation efforts within the National Park Service itself, related to historic houses, to the forts, and the kinds of historic areas that we administer. And that's $10 million.

And then the final item is capital improvements, $48 million, for a total of $105 million. But I say again, those capital improvement items are not intended, and with a rare exception or two, do not provide an awful lot of new facilities. What we're worried about is those older assets that belong to the American people that have deteriorated and need to be brought back up.

REHABILITATION AND ACQUISITION BACKLOGS

Senator MCCLURE. I have no question that there are two kinds of backlogs developed in the National Park Service. As we went into acquisitions, our goal was to preserve as much of these areas as we could, and the acquisition has been the priority. And that meant that both the routine operation and maintenance of existing facilities suffered. It also meant that we acquired more than we were able to develop and make available for the purposes for which they were acquired.

Those seem to me to be two separate kinds of backlogs of rehabilitation and improvement that are required.

Mr. DICKENSON. In this, we have clearly given the highest of the priorities to the older facilities and the older established areas. And we have not tried to meet that kind of backlog requirement in the newly authorized areas.

Senator McClure. We'll go into more detail with respect to that question when we have the National Park Service hearing by itself, and I will want some more detail on that, because I am concerned that although the backlog of need within the National Park Service for capital improvements is very great, it's not confined only to the National Park Service. We said to a great number of people, millions of Americans over the last several years, that we were going to acquire certain lands for various land-owning agencies, and, at the same time, we would give that locality the economic substitution for the loss of the local landownership base in the locality. We have not kept that promise.

There isn't anybody that has been worse on keeping their word than the Federal Government. And I hate to say that.

Mr. Dickenson. Mr. Chairman, there's a considerable backlog, and we'd be glad to testify at a later date about it.

Senator McClure. But there is a similar backlog—not as stark perhaps and certainly not as large—but a similar backlog with respect to the needs in other Federal agency land acquisitions. Isn't that correct?

Mr. Ritsch. I'm assuming that there are similar backlogs there, yes.

Mr. Bettenberg. Mr. Chairman, I think, though, in terms of comparison with other agencies we are not funding that second backlog that you talk about in this initial $105 million. This is really a pure list of restoration, getting buildings up to fire code, getting fire alarms in buildings that house valuable archival resources, repairing roads in a few places to abate a safety hazard, for instance, in moving a junction to route most transpark traffic at one park, for instance, by the park so that the road doesn't have trucks running over it as well as park visitors. That's the kind of work that's being funded with this $105 million. It's restoring what's there or abating hazards that are there.

Senator McClure. Is this supposed to be an ongoing program, one that will be a feature of the budgetary landscape for years?

Mr. Bettenberg. The long-range OMB projections provide a continuation at the $105 million level through 1986. And their projections don't run beyond that period of time.

Senator McClure. The National Park Service also gets a direct appropriation for construction and operation and maintenance activity. Why should we duplicate with two funds for the identical need?

Mr. Bettenberg. Well, I guess what that really gets to, we will have to be examining the question of two funds rather clearly, and there may be some devices that we will use to use the Land and Water Conservation Fund resources in the future without having a separate appropriation for this.

LAND AND WATER CONSERVATION FUND HISTORY AND USE

Senator McClure. You know the Land and Water Conservation Fund is purely a budgetary myth, since Congress converted it from a dedicated fund to an appropriated fund. All it is is a bookkeeping identification of Outer Continental Shelf revenues.

Mr. Bettenberg. It's similar in that sense to most dedicated funds.

Senator McClure. No; most dedicated funds have an identified source of money. They can be used for only one thing and they're not necessarily subject to the same kind of appropriation oversight and review that you get in other dedicated funds.

You know, we started out with a very small Land and Water Conservation Fund, and over the years increased its size. Eventually we got it large enough that Congress decided they wanted to look at the detail of how it was spent. We then went through the detail of the exact appropriation process for an amount less than the authorized level, which puts us right back to exactly the same budgetary exercise that we would have if there were no such fund at all.

Mr. Bettenberg. I guess I don't go back in history that far.

Senator McClure. That's the trouble with hanging around here as long as I have, perhaps.

[Laughter.]

Mr. Bettenberg. But I think the Land and Water Conservation Fund was always subject to appropriation.

Mr. Ritsch. As I remember, that's correct. Of course, originally we only had three sources which never seem to generate very much money. And it wasn't until the fund was raised to $200 million annually, which, as I remember, occurred about 1969 after it started in 1965, that they added offshore oil as being the balancing factor, and that became the predominant source of revenue into the fund.

Senator McClure. We always expended the full authorized amount until the exercise that Congress is so familiar with. You buy a certain number of votes by promising to spend money that you don't ever intend to spend by authorizing more than you're going to appropriate.

Mr. Bettenberg. There's no question but the existence of that dedicated source, though, in the perception of many people, creates pressure for then appropriating it specifically.

Senator McClure. That perception may be in the minds of some, but it's only an arguing point when you get to the point where the authorized level is three times the appropriated level.

Mr. Bettenberg. I wouldn't disagree with that analysis.

Mr. Dickenson. I wouldn't disagree at all.

Senator McClure. When the appropriation tracked the authorized level the structure and appearance of a dedicated fund had some reality. But when the two figures diverged and diverged radically, to my mind the utility of having a dedicated fund is simply mythological. Again, you didn't write that. Some of us who were around here have more responsibility for that.

URBAN PARK AND RECREATION FUND

The Reagan budget proposes to rescind $35 million of the $65 million originally available to the urban park and recreation fund. This would leave $30 million available for obligation under the budget. How much has been obligated to date?

Mr. Ritsch. Let's see if I can run you through this set of figures, sir.

Senator McClure. I will try to follow.

Mr. Ritsch. Fiscal year 1980 grants appropriations deferred to 1981 was $42.2 million. The fiscal year 1980 unobligated balance that was brought forward to fiscal year 1981 was $24.6 million. And then we received an appropriation of $18.8 million, giving a total availability of $85.6 million. The 1981 obligations against that amount of money was $45.6 million, and if you subtract that, it leaves you with $40 million, and then the rescission was $35 million, which leaves us with slightly more than $5 million remaining for use.

GRANT AWARDS ANNOUNCED BUT NOT YET OBLIGATED

Senator McClure. You have announced grant awards of $20 million, $20.6 million, that have been announced but not yet obligated; is that correct?

Mr. Ritsch. Yes, sir. We have announced the fact that we have screened preapplication requests from the cities that participated in that grant round that do total $20.6 million.

Senator McClure. How are you going to allocate the rescission among that group?

Mr. Ritsch. Well, first of all, those were approved—those preapplications were approved against the criteria we used for the urban program to assure that any grant that came forward would be in conformity with the criterion. So my interpretation, and I've looked at the regulations, is that they are not grants, they are actually preapplications. So we have no grants to speak of at this point. They become grants when the applicant comes back with the total application package and it is signed by the United States.

Of course there's no way I can spread $5 million to cover 20 million dollars' worth of preapplications.

Senator McClure. Obviously. Now will there be anybody that's not on the preapplication clearance, this $20 million list? Will there be anybody else that has a chance at the $5 million?

Mr. Ritsch. We have had some discussions concerning this, and considering the fact that we have a very small amount of money remaining, $5 million, and the fact that there's no funding requested into fiscal year 1982; there are three types of grants involved in this program. One of them is called recreation action plans—or recovery action plans. Faced with this small amount of money I think my recommendation would be to use that $5 million to go through the recovery action plan grants, go to more cities and try to help them between that planning exercise and our own direct technical assistance to become more self-sufficient and to use other sources and to create donations and to examine their own operation and maintenance and to mesh their activities with their local transportation plans, to assure access. In other words, to create more self-sufficiency in more cities though the recovery action plans might be a better use of the $5 million than to go to direct acquisition and development type grants at this point in history.

Senator McClure. But you haven't made that determination yet?

Mr. RITSCH. I have recommended it.

Senator MCCLURE. You have recommended it, but it has not yet been cleared?

Mr. RITSCH. I'm working on some paperwork which I hope will clear it.

Senator MCCLURE. And if that is done the majority of the $5 million will be absorbed in personnel costs?

Mr. RITSCH. No; they will be direct grants to cities.

Senator MCCLURE. Direct grants?

Mr. RITSCH. They will be grants to cities for planning to solve their own problems.

Senator MCCLURE. But direct grants to cities for planning.

Mr. RITSCH. For planning.

Senator MCCLURE. Planning is personnel.

Mr. RITSCH. Right. You see, we've been working with many cities to complete their initial recovery action programs, and they have unearthed numerous problems that are major problems to them and that have increased their dependency on Federal dollars. They are now ready to attack those specific problems that they found in the earlier planning round and to resolve them at the local level. They do need money for that planning exercise. I simply say that might be the best way to expend this limited amount of dollars.

Senator MCCLURE. You have indicated that in your judgment the $20 million that I referred to in preliminary clearance is only a preliminary clearance. It is not in any way an obligation.

Mr. RITSCH. That's correct, sir.

POSSIBLE LEGAL CLAIMS

Senator MCCLURE. Is there any likelihood that that or other criteria might be used by some to bring lawsuits based upon the reliance concept that they have changed their position and relied upon assurances given by the Government?

Mr. RITSCH. I would hate to predict that. I would hope not, but I don't know that I can say it wouldn't occur in some cases. But we have discussed this with the lawyers, and I think I am representing a correct interpretation with regard to our responsibility at this juncture.

Senator MCCLURE. The advice you get from counsel internally is that there is little or no likelihood of any legal liability arising from that activity on our part?

Mr. RITSCH. I think they interpret that we are on sound ground.

Senator MCCLURE. Do you have such an opinion in writing?

Mr. RITSCH. No; it's based on consultation. I could obtain it if necessary.

Senator MCCLURE. I wonder if you could provide for us a solicitor's opinion with respect to the possible——

Mr. RITSCH. I'll request an opinion.

[The information follows:]

LEGAL STATUS OF UPARR GRANT OFFER

This responds to your request for our views on whether Urban Park and Recreation Recovery Act (UPARR) rehabilitation grant offers made at the end of December 1980 established a legal entitlement in those jurisdictions to receive grant funds.

On December 30, 1980, then Secretary Andrus announced the award of $26.9 million in urban park and recreation recovery program rehabilitation grant offers to 67 cities and counties, pursuant to title X of the National Parks and Recreation Act of 1978, 16 United States Code 2501 *et seq.* Each selected recipient received a letter offering to it the grant, and indicating that the regional office would contact them "to work out the details of the actual grant agreement and contract."

Selection of the projects to receive the offer was based upon a completed preapplication. The regulations implementing this program, of which all selected cities and counties were aware, provide:

"Following review and ranking by the panels, the Director will approve tentative grant offers for those proposals which may be funded. Successful applicants will be notified by the HCRS regional offices, and completion of the formal application process will take place. The formal application process must be completed within 120 days of notification of the tentative grant offer, or the tentative grant offer may be withdrawn. Final aproval of a grant and obligation of funds will occur when all application requirements have been met and the appropriate documents are on file". 36 CFR §1228.53(d)(7).

On February 19, 1981, the administration proposed rescinding $35 million of UPARR moneys for fiscal year 1981. Pursuant to the provisions of the Congressional Budget and Impoundment Control Act of 1974, 31 United States Code 1400, of the $26.9 million in grant offers, $6.270,000 had been obligated, by entering into final grant agreements with the qualifying jurisdictions which occurred before the rescission was proposed. however, the remaining jurisdictions had not completed the grant application process as spelled out in the above-quoted regulation or their grant contract was not executed by this Department; thus, $20,630,000 remained unobligated. If the rescission is adopted by Congress, only $5,024,665 remains to be obligated in fiscal year 1981. Accordingly, all 67 applicants receiving grant offers were notified that processing of the grant applications would be discontinued, and that no final agreements obligating funds for projects would be signed, pending consideration of the proposed rescission by Congress.

In our view, the tentative grant offers totaling $26.9 million were revocable up until the time that the required documents were filed and the grant agreement was signed by the Department. As spelled out in the above-quoted regulation, only a tentative offer is made initially. This tentative offer is based only upon a preapplication. Final approval of a grant can occur only after the formal application process is completed by the jurisdiction receiving the tentative offer, and the contract is executed by the Department. No assurance was provided to the qualifying jurisdictions that the tentative offer would be kept open.

Accordingly, those jurisdictions receiving tentative grant offers in December 1980, but which have not entered into a formal grant agreement with the Federal Government, are not legally entitled to receive grant funds.

HISTORIC PRESERVATION FUND OBLIGATIONS

Senator McCLURE. In the historic preservation fund it's proposed to rescind $8 million in 1981, leaving $34.5 million available for obligation. How much of the grants-in-aid to the States has been obligated to date?

Mr. RITSCH. The fiscal year 1981 appropriation for historic preservation grants was $30.9 million; the fiscal year 1980 grants appropriations that was deferred into 1981 was $10 million; and there were some other fiscal year 1980 unobligated balances that were available for reapportionment in fiscal year 1981 amounting to about $2.2 million, giving us a total amount available for use in fiscal 1981 of $43.1 million for grants.

We have recorded obligations of $33.5 million, leaving a balance of $9.6 million, and we have a proposed rescission of $8 million, which would indicate a balance of approximately $1.6 million.

Now I also have a number of grants—if you can remember prior years' testimony, we had decentralized grant activity in historic preservation fund, and our regional directors were signing grants. There was some 448,000 dollars' worth of grants that we had signed at the time that we did not have in my office. I have to account for those. It leaves me something in excess of $1 million.

Senator McCLURE. How will that amount be allocated or used?

Mr. RITSCH. Now we are still—before I answer that, sir, with those grants that were outstanding, I would like to review these figures, and if we find we need to make any correction in them I will indicate that in the record.

Senator McCLURE. If you would, please.

Mr. RITSCH. Now, as far as how to use that grant money, we do have 10 States that did not get what we call S. & P. or survey and planning grants, which are the grants that sustain that State infrastructure that handles the cultural program for us at State level. Of those 10, 8 do a significant amount of tax certification work, which the Secretary has indicated he very definitely wants to continue. It's a very excellent program.

So we will have to make sure that those States that do not already have staffing support this year, those 10 States do have some wherewithal to continue the program at the State level.

Senator McCLURE. Do you have any cost estimate on that?

Mr. RITSCH. Of course, they had estimated an aggregate, those 10 States, that they need about $2.4 million.

Senator McCLURE. And you have $1.2 million.

Mr. RITSCH. Something in that neighborhood to cover that activity. So they will have to tighten their belts, there's no question about that. And I suspect that we will very closely review their grants, probably giving them pretty close to their pro rata share to what they originally requested, providing all their work elements appear appropriate, and I'm sure they will. And we will also ask them to handle their tax certification workload and assure that that good work continues through the rest of this fiscal year.

Senator McCLURE. Can you pull out of their applications that specific program?

Mr. RITSCH. Yes, sir. They did give us some estimates of their tax certification.

Senator McCLURE. If I understand you correctly, what you will do then is among those 10 States make certain that one subprogram is funded at the level they requested rather than pro rata overall?

Mr. RITSCH. Right. Their aggregated amount, all 10 States together, is something in excess of $100,000 to cover their tax certification work. About $110,000.

Senator McCLURE. Have you aggregated those figures on the tax certification program for those 10 States?

Mr. RITSCH. Yes, sir, I do have them.

Senator MCCLURE. And they are how much total?

Mr. RITSCH. It's actually $108,500.

Senator MCCLURE. For all of the 10 States?

Mr. RITSCH. For those 10 States, yes. But just tax certification.

Senator MCCLURE. An average of $10,000 per State?

Mr. RITSCH. I can actually give it to you by State. In so doing I will name the 10 States that do not have S. & P. grants.

Senator MCCLURE. Will you provide that for the record.

Mr. RITSCH. Yes, sir, I'll be happy to.

[The information follows:]

HISTORIC PRESERVATION FUND SURVEY AND PLANNING GRANTS, FISCAL YEAR 1981

State	Federal share requested	Estimated Federal share for Tax Reform Act activities
Alaska	$255,060	$1,500
American Samoa	41,399	
District of Columbia	104,258	50,000
Hawaii	180,000	2,000
Oregon	176,983	2,000
Puerto Rico	183,700	
Tennessee	267,940	20,000
Virginia	465,996	13,000
Washington	433,009	10,000
West Virginia	284,857	10,000
Total	2,393,202	108,500

REVIEWING THE NATIONAL REGISTERS

Senator MCCLURE. Does the administration have any plans to review the properties currently on any of the national registers in an effort to identify those most appropriately managed by State and local governments and by private entities?

Mr. RITSCH. The registries will be reviewed. We are, of course, developing more stringent criteria, both in historic and in the natural registries and had long planned reviews in both of those register programs.

Senator MCCLURE. You say that's being developed now. Do you have any timetable for it?

Mr. RITSCH. Yes, sir, I do. I don't happen to have that information with me.

Senator MCCLURE. Will you provide it for the record, please, as to when you expect the criteria to be developed?

Mr. RITSCH. Yes, sir.

Senator MCCLURE. And what your timetable for the application and review might be?

Mr. RITSCH. Yes, sir.

[The information follows:]

REVIEW OF NATIONAL REGISTERS AND IDENTIFICATION OF PROPERTIES

The administration has expressed an interest in identifying Federal lands that can be best managed by State and local governments and by private entities. This however, does not include a property-by-property review of areas listed on either the national Register of Historic Places or the National Registry of Natural Landmarks. Most properties listed are not in Federal ownership. For those properties that are,, it would be the responsibility of the agency with jurisdiction or control to determine whether any of its lands could best be managed by State or local governments or by private entities. Both registers only involve recognition of significant cultural and natural sites and are not Federal acquisition programs.

As indicated during the hearing testimony, the HCRS has undertaken internal reevaluations of both registers, for example, final procedures were published on December 9, 1980, for the national natural landmarks program. These procedures established opportunities for public comment at two different times on areas that are proposed for national natural landmark designation.

Revised regulations governing the National Register of Historic Places program have been drafted to conform with the National Historic Preservation Act Amendments of 1980. The regulations will be published as soon as possible after the procedures necessary prior to publication have been followed. The 1980 amendments call for review of the regulations by the Committee on Interior and Insular Affairs of the House and the Committee on Energy and Natural Resources of the Senate.

WILD AND SCENIC RIVERS NEW DRAFT GUIDELINES

Senator McCLURE. On February 5, HCRS issued a press release that announced the publication of draft revised guidelines for the wild and scenic river system in the Federal Register on January 28, 1981. Among other changes, the draft guidelines suggested redefinitions to allow more urban rivers to be added to the system, to shorten the length of eligible river segments, to change the in-stream flow requirements, and to loosen the water quality standards.

We understand that these draft guidelines are neither rules nor regulations. However, they do provide guidance for wild and scenic river reviews.

What is the position of the Department now with respect to those guidelines?

Mr. RITSCH. We have circulated those guidelines for review, as you've indicated. We are in a comment period. I have been asked not to process the guidelines until we've had a thorough review of all of these modifications by this administration. So in the meantime, I have informed the other Federal agencies that work with us in the wild and scenic rivers program that we will continue to use existing guidelines rather than these modified guidelines, and that the departmental review will be underway very quickly.

Senator McCLURE. When do you expect to complete that review?

Mr. RITSCH. Definitely within the next 4 to 6 months.

SCENIC RIVER DESIGNATIONS

Senator McCLURE. Do you have any plans to review the scenic river designations for five northern California rivers made by outgoing Secretary Andrus?

Mr. RITSCH. Yes; the administration is reviewing the Andrus decision at this time, which designated the five rivers. They were the Eel, Smith, Klamath, Trinity, and Lower American. They involve 1,235 miles of river system.

As you probably are aware, we have three court suits pending, and the administration has asked for a 120-day period in which to perform a review of the designation by former Secretary Andrus.

Senator McClure. That 120-day period is a request to the courts?

Mr. Ritsch. Of the courts, yes, sir.

Senator McClure. Does Secretary Watt have authority to undo or to reverse those designations?

Mr. Ritsch. That's an interesting question I hadn't faced up to quite yet. But certainly the act itself gives the authority to designate—and being a layman and not a lawyer, it's very difficult for me to understand, but I would assume if you had the authority to do something, you likewise would have some prerogative to undo it. But truthfully, we have not examined—we have never to my knowledge dedesignated a wild or scenic river, so it would be a brand new thing.

Senator McClure. Has a review been made with respect to the legal sufficiency of the basis for the designation?

Mr. Ritsch. We've made a review as far as the technical sufficiency.

Senator McClure. You know, many of those river segments were within areas of national forests in which the review was underway as to what the management plan for those forests should be, including the question of whether or not the wild and scenic river designation would be appropriate for the river.

Have you looked at it from the standpoint of whether or not that ongoing review affected the authority of the Secretary to make designations prior to the completion of that review?

Mr. Ritsch. I'm sure that will be looked at as part of the overall review that's underway.

Senator McClure. The lawsuits are being brought by other parties. They're not lawsuits brought by a Federal agency.

Mr. Ritsch. They're being brought by other parties; that's correct.

Senator McClure. The Federal agencies are involved in that court as a result of being the defendant party?

Mr. Ritsch. That's right.

Senator McClure. The determination to be made by the Department must be the way in which the defense will be presented to the court, I take it. Isn't that a fair summary?

Mr. Ritsch. I would prefer that we had someone who was handling that particular activity to respond to it.

Senator McClure. We have seen a number of consent decrees in the last several years that have a great deal of effect upon what the outcome might be, and I'm sure all the parties will be watching that very closely.

Senator McClure. Thank you, gentlemen, very much.

We will turn now to the Indian Health Service.

Thank you for your testimony. We will have some further questions to submit in writing for your response in writing.

Mr. RITSCH. We will be glad to respond to them.

[The following questions were not asked at the hearing but were submitted to the Department for response subsequent to the hearing:]

ADDITIONAL COMMITTEE QUESTIONS

Land and Water Conservation Fund: The Federal Program

Question: For 1981, you are proposing to rescind $105 million of Federal acquisition funds, leaving $127 million available for obligation. What is the status of obligations for those funds? Do you have a project specific and agency specific listing? How was the distribution by Federal agency developed?

Answer: The total funds available at the start of FY 1981 was $272.4 million. As of February 28, 1981, the Federal agencies had obligated $137.0 million leaving a balance of $134.4 million. With the proposed rescission of $105 million this leaves a remaining balance available for obligation of $29.4 million. The distribution of the remaining balance ($29.4 million) was derived by proposing the third and fourth quarter apportioned funds for the rescission. A breakdown of the remaining balance by management unit is as follows:

Table I

Land and Water Conservation Fund - Federal Portion

Summary
Status of FY 1981 Obligations ($ in thousands)

Management Units	Total Funds Available FY 1981*	Obligations as of Feb. 28, 1981	Current Unobligated Balance	Estimated Proposed Rescission	Remaining Balance
NPS	141,695	59,705	81,990	65,948	16,042
FS	74,894	42,522	32,372	23,007	9,365
FWS	41,634	25,212	16,422	12,962	3,460
BLM	2,999	2,373	626	133	493
Pinelands NR	11,200	8,250	2,950	2,950	0
Total	272,422	138,062	134,360	105,000	29,360

* Include all unobligated balances.

Table I
Land and Water Conservation Fund - Federal Portion
National Park Service
Status of FY 1981 Obligations ($ in thousands)

Management Units	Total Funds Available FY 1981	Obligations as of Feb. 28, 1981	Current Unobligated Balance	Estimated Proposed Rescission	Remaining Balance
Deficiencies	2,500	2,500	0	0	0
Preauthorization	121	17	104	0	104
Inholdings	3,500	1,107	2,393	1,500	893
Relocation	192	89	103	0	103
Allegheny Portage NHS	2,031	118	1,913	1,900	13
Antietam NB	493	0	493	490	3
Appalachian NS Trail	14,780	7,631	7,149	5,000	2,149
Bent's Old Fort NHS	73	53	20	0	20
Big Cypress N. Pres.	8,547	6,154	2,393	0	2,393
Bighorn Canyon NRA	338	277	61	0	61
Big Thicket N. Pres.	5,112	2,798	2,314	0	2,314
Buffalo NR	1,426	1,063	363	0	363
Cape Cod NS	137	0	137	0	137
Chattahoochee River NRA	131	22	109	0	109
C & O Canal NHP	1,537	775	762	500	262
Colorado NM	265	265	0	0	0
Cuyahoga Valley NRA	10,018	6,062	3,956	3,000	956
Delaware Water Gap NRA	1,489	455	1,034	600	434
Ebey's Landing NHR	2,400	2,400	0	0	0
Fire Island NS	889	94	795	600	195
Fort Caroline NMem.	87	23	64	60	4
Fort Smith NHS	87	64	23	0	23
Georgia O'Keefe NHS	40	3	37	36	1
Golden Gate NRA	803	801	2	0	2
Golden Spike NHS	250	0	250	200	50
Grand Canyon NP	163	0	163	0	163
Hohokam Pima NM	75	0	75	0	75
Indiana Dunes NL	1,002	331	671	280	391
Jean Lafitte NHP	7,859	5,964	1,895	1,790	105
John Day Fossil Beds NM	425	0	425	425	0

Management Units	Total Funds Available FY 1981	Obligations as of Feb. 28, 1981	Current Unobligated Balance	Estimated Proposed Rescission	Remaining Balance
Kaloko Honokahau NHP	250	0	250	150	100
Klondike Gold Rush NHP	255	134	121	115	6
Lowell NP	375	11	364	360	4
Maggie Walker NHS	53	19	34	0	34
Monocacy NB	2,505	0	2,505	2,502	3
New River Gorge NR	2,239	151	2,088	1,900	188
North Cascades NP	383	123	260	0	260
Olympic NP	474	260	214	100	114
Obed WSR	1,592	57	1,535	1,400	135
Ozark NSR	171	16	155	150	5
Point Reyes NS	187	168	19	0	19
Redwood NP	30,000	8,258	21,742	21,200	542
Saint Croix WSR	1,065	484	581	260	321
Santa Monica Mountains NRA	30,432	8,231	22,201	20,400	1,801
Sequoia NP	600	53	547	500	47
Thomas Stone NS	569	525	44	40	4
Valley Forge NHP	232	100	132	0	132
Virgin Islands NP	648	150	498	490	8
Voyageurs NP	2,000	1,899	101	0	101
Various areas	895	0	895	0	895
TOTALS	$141,695	$59,705	$81,990	$65,948	$16,042

Table I

Land and Water Conservation Fund - Federal Portion
Bureau/Service Forest Service
Status of FY 1981 Obligations ($ in thousands)

Management Units	Total Funds Available FY 1981*	Obligations as of COB Feb. 18, 1981	Obligations as of Feb. 28, 1981	Current Unobligated Balance	Proposed Rescission	Remaining Balance
Composites 1/	33,073	31,202	30,581	2,492	-0-	2,492
Inholdings	4,489	919	919	3,570	3,521	49
Appal. Trail	4,051	2,333	2,348	1,703	930	773
Wilderness Other	875	692	697	177	-0-	177
BWCAW	3,000	1,101	1,117	1,883	406	1,477
Alpine Lakes	13,489	719	809	12,680	11,600	1,080
Arapaho NRA	-0-	-0-	-0-	-0-	-0-	-0-
Mt. Rogers NRA	980	384	392	588	450	138
Sawtooth NRA	4,799	4,024	4,035	764	-0-	764
SK-SR NRA	604	343	348	256	100	156
WT-ST NRA	90	90	90	-0-	-0-	-0-
Oregon Dunes NRA	2,174	84	96	2,079	1,300	779

1/ Includes Sandwich Notch

* Include all unobligated balances

Table I

Land and Water Conservation Fund - Federal Portion
Bureau/Service Forest Service
Status of FY 1981 Obligations ($ in thousands)

Management Units	Total Funds Available FY 1981*	Obligations as of COB Feb. 18, 1981	Obligations as of Feb. 28, 1981	Current Unobligated Balance	Proposed Rescission	Remaining Balance
Flaming Gorge NRA	350	129	147	203	-0-	203
Hells Canyon NRA	4,291	270	309	3,982	3,400	582
Chattooga W&SR	23	21	21	2	-0-	2
Eleven Point W&SR	-0-	-0-	-0-	-0-	-0-	-0-
Feather W&SR	255	131	132	123	-0-	123
Flathead W&SR	1,696	133	147	1,548	1,000	548
M.F. Clearwater W&SR	133	71	72	61	-0-	61
M.F. Salmon W&SR	646	36	41	605	200	405
Rogue W&SR	123	7	8	116	-0-	116
Cascade Head Scenic-Research Area	103	61	61	42	-0-	42
Lake Tahoe Basin	73	18	21	52	-0-	52

* Include all unobligated balances

Table I

Land and Water Conservation Fund - Federal Portion
Bureau/Service Forest Service
Status of FY 1981 Obligations ($ in thousands)

Management Units	Total Funds Available FY 1981*	Obligations as of COB Feb. 18, 1981	Obligations as of Feb. 28, 1981	Current Unobligated Balance	Proposed Rescission	Remaining Balance
Endangered Species	330	23	26	304	-0-	304
Pacific Crest Trail	247	105	105	142	100	42
SubTotal	75,894	42,896	42,522	33,372	23,007	10,365
Less Slippage	-1,000	-0	-0	-1,000	-0	-1,000
Grand Total	74,894	42,896	42,522	32,372	23,007	9,365

* Include all unobligated balances

Table I

Land and Water Conservation Fund - Federal Portion
Bureau/Service Fish and Wildlife
Status of FY 1981 Obligations ($ in thousands)

Management Unit	Total Funds Available in FY 1981*	Obligations as of Feb. 28, 1981	Current Unobligated Balance	Estimated Proposed Rescission	Remaining Balance
RECENTLY AUTHORIZED					
Tinicum	$ 10	$ 10	$ 0	$ 0	$ 0
Great Dismal Swamp	1,015	220	795	491	304
Minnesota Valley	1,960	195	1,765	1,634	131
Chassahowitzka	300	87	213	193	20
Bogue Chitto	6,600	6,050	550	225	325
San Francisco Bay	99	31	68	0	68
Total Recently Authorized	$15,984	$12,437	$ 3,547	$ 2,681	$866
ENDANGERED SPECIES		$			
Okefenokee	$ 52	3	$ 49	$ 10	$ 39
Dusky Seaside Sparrow	574	2	572	300	272
Santa Cruz Salamander	74	6	68	56	12
Hawaiian Waterbirds	4,539	117	4,422	4,337	85
Attwaters Prairie Chicken	79	28	51	0	51
Light-footed Clapper Rail	7,655	7,655	0	0	0
Delmarva Fox Squirrel	60	4	56	25	31
California Clapper Rail	454	3	451	444	7
California Condor	1,282	87	1,195	1,163	32
Kirtlands Warbler	1	1	0	0	0
American Crocodile	2,600	669	1,931	1,731	200
Mississippi Sandhill Crane	358	15	343	154	189
Indiana/Gray Bat	570	131	439	94	345
Blunt-nosed Leopard Lizard	2,500	1,434	1,066	576	490
Moapa Dace	1,000	126	874	771	103
Key Deer	2,000	1,799	201	127	74
Plymouth Red-bellied Turtle	220	0	220	220	0
Total Endangered Species	$24,018	$12,080	$11,938	$10,008	$1,930

Table I

Land and Water Conservation Fund - Federal Portion
Bureau/Service Fish and Wildlife
Status of FY 1981 Obligations ($ in thousands)

Management Unit	Total Funds Available in FY 1981*	Obligations as of Feb. 28, 1981	Current Unobligated Balance	Estimated Proposed Rescission	Remaining Balance
FISH AND WILDLIFE ACT					
Lower Suwannee	$ 585	$ 35	$ 550	$ 487	$ 63
Rio Grand Valley	1,054	591	463	141	322
Total Fish and Wildlife Act	$ 1,639	$ 626	$ 1,013	$ 628	$ 385
RECREATIONAL USE ACT					
Shiawassee	$ 4	$ 1	$ 3	$ 3	$ 0
Wertheim	17	17	0	0	0
Hart Mountain	20	8	12	0	12
Trempealeau	9	2	7	3	4
Cedar Keys	20	2	18	15	3
Atlantic Coastal	11	9	2	0	2
National Elk	10	1	9	9	0
Bombay Hook	184	7	177	0	177
J.N. Ding Darling	116	6	110	100	10
San Bernard	400	5	395	328	67
Upper Mississippi	2	0	2	0	2
Undistributed Recreation Addtions	24	0	24	24	0
Total Recreational Use Act	$ 817	$ 58	$ 759	$ 482	$ 277
CONTINGENCIES	$ 176	$ 11	$ 165	$ 163	$ 2
SLIPPAGE	-$ 1,000		-$ 1,000	-$ 1,000	
TOTALS	$41,634	$25,212	$16,422	$12,962	$3,460

Table I

Land and Water Conservation Fund - Federal Portion
Bureau Land Management
Status of FY 1981 Obligations ($ in thousands)

Management Units	Total Funds Available FY 1981*	Obligations as of Feb. 28, 1981	Current Unobligated Balance	Estimated Proposed Rescission	Remaining Balance
Rogue River	700,000	106,112	593,888	101,500	492,388
Rio Grande	9,000	124	8,876	8,500	376
Upper Missouri	30,000	6,578	23,429	23,000	429
King Range NCA	30,000	30,000	000		
Pacific Crest Trail	000	000	000		
Sleeping Giant	1,795,000	1,795,000	000		
Susanville Trail	435,000	435,000	000		
Totals	2,999,000	2,372,807	626,193	133,000	493,193

* Include all unobligated balances

Table I

Land and Water Conservation Fund - Federal Portion
Bureau/Service HCRS
Status of FY 1981 Obligations ($ in thousands)

Management Units	Total Funds Available FY 1981*	Obligations as of COB Feb. 18, 1981	Obligations as of Feb. 28, 1981	Current Unobligated Balance	Proposed Rescission	Remaining Balance
Pinelands NR	$11,200	$8,250	$8,250	$2,950	$2,950	0

* Include all unobligated balances

Redwood National Park

Question: What are the Department's plans for the Redwood National Park? Specifically, how much will be deposited in 1981 for future claims settlements? Will the 1981 rescission affect the $25 million provided by Congress? What is the status of timber cruises and other surveys in the area?

Answer: The 1981 fiscal year appropriation provided for the deposit of an additional $25,000,000. The rescission proposal recommends a decrease of $20,000,000. It would, however, provide for the deposit of $5,000,000 for settlement of the 15 small ownerships legislatively taken.

As of February 9, 48 percent of the acreage belonging to the Big 3 Timber Companies had been cruised. Under the terms of the timber cruise contract the field work is expected to be completed by April 28, 1982. With an increase in crew size this summer it is expected that the field work will be completed earlier, by December 1981. It is expected that the cruise reports and appraisals will all be completed by December 31, 1982.

Land in Lake Tahoe Area

Question: What are the Department's plans for implementing P. L. 96-586, which provides for the sale of surplus BLM lands in Clark County, Nevada and for the acquisition of sensitive lands in the Lake Tahoe area through the L&WCF? There will be $127 million available for obligation by Federal agencies through the L&WCF in 1981, and $45 million available for obligation in 1982. Will that be sufficient to meet the needs in the Tahoe area?

Answer: Although no funds are included in the FY 1981 or FY 1982 budgets the Department plans to continue the sale of BLM lands in Clark County, Nevada. To date 2½ acres have been sold for $85,000 and 500 acres are planned for sale over the remainder of calendar year 1981 for an estimated $4.5 to $6 million. During calendar year 1982, 700 acres is expected to be sold for an estimated $10 million. Eighty-five percent of these funds will be deposited into the general fund as provided by PL 96-586 and will remain there until appropriated (10 percent to Clark County, five percent to school board). Appropriations from L&WCF for Lake Tahoe are balanced against those funds deposited in the general fund. Funding for Lake Tahoe as for other areas, will be evaluated during FY 1982 to determine the need for funding in the future.

Use of $105 Million in 1982 for Park Restoration and Improvement Program

Question: Do you have a specific list of O & M projects proposed for the NPS?

Answer: A specific program list supporting the $105 million program has now been transmitted to the Congress.

Question: Do you have a list from the other agencies?

Answer: The following lists were provided by the other three agencies participating in the Land and Water Conservation Fund. Potential restoration and improvement programs for these agencies have not yet been reviewed by the Administration.

USDA FOREST SERVICE

RECREATION FACILITY RESTORATION & IMPROVEMENT NEEDS 1/

	($ in millions)
CAMPGROUNDS	$ 290
PICNIC SITES	62
WATER-RELATED SITES (Dams, swimming, boating, etc.)	182
OTHER RECREATION SITES (Observation, playgrounds, interpretive sites, etc.)	73
CULTURAL RESOURCE Sites	75
TRAILS	110
RECREATION-RELATED ROADS (including bridges)	220
GOVT.-OWNED IMPROVEMENTS OPERATED UNDER SPECIAL USE PERMITS (Resorts, Hotels, etc.)	75
TOTAL	$1,088

1/ In addition, there are about $480 million of restoration and improvement needs for support facilities not directly related to recreation (barracks, housing, work center water systems, etc.).

USDA FOREST SERVICE

EXAMPLES OF RECREATION RESTORATION & IMPROVEMENT NEEDS

Campgrounds

1. Rehabilitate and bring water and sanitation facilities up to current standards as per enacted legislation. In California alone, 153 water systems will be rehabilitated.

2. Improve camping facilities in high priority areas where: (1) the resource is deteriorating due to heavy use; (2) public health standards are not now met; (3) there are inadequate or no facilities; (4) development has been initiated but unfinished causing unacceptable impacts--especially near urban populations and where energy conservation can be accomplished. Some of these projects are Lightning Point and Jackson Flat on the Angeles National Forest, North Shore Big Bear on the San Bernardino National Forest, Beartree and Bournes Branch on the Mt. Rogers NRA, Jefferson National Forest, and Salt Springs on the Ocala National Forest.

Picnic Sites

1. Rehabilitate and bring water and sanitation facilities up to current health and safety standards (same as for campgrounds).

2. Improve facilities in high priority areas, especially near urban populations and where energy conservation can be accomplished, such as Benham Falls on the Deschutes National Forest, North Shore Big Bear on the San Bernardino National Forest, and Salt Springs on the Ocala National Forest.

Water-Related Sites

1. Perform heavy maintenance and reconstruct high hazard dams to conform with legislation and safety standards, such as Sheridan Dam on the Black Hills National Forest and Hume Lake Dam on the Sequoia National Forest.

2. Improve recreation facilities at high priority areas (health & safety, near urban populations, energy efficient) such as Kincaid Reservoir, Kisatchie National Forest; Kaygal Recreation Area, Texas National Forests; and Council Bluff Lake, Mark Twain National Forest.

Other Recreation Sites

High priority recreation sites (health & safety, near urban populations, energy efficient) other than campgrounds, picnic sites, and water-related, such as Lumberman's Monument, Huron-Manistee National Forest; Bickle Knob Observation Tower, Monongahela National Forest; Mendenhall Visitor Center, Tongass National Forest; Lolo Pass Interpretive Site, Clearwater National Forest; Indian Meadow Trailhead, Helena National Forest.

Cultural Resource Sites

Protect the highly significant cultural resource sites such as Hells Canyon NRA; Chavez Pass Historic Site, Coconino National Forest; Camp Rucker Historic Site, Coronado National Forest; Donner Camp Historic Site, Tahoe National Forest, and Dabney Cabin Historic Site, Los Padres National Forest.

Trails

Restore and improve high priority trails (such as units of the Appalachian and Pacific Crest Trails and other National Recreation Trails) so impacts are minimized and public safety standards are fully met.

Recreation-Related Roads

Restore and improve roads including full safety standards necessary for recreation access and enjoyment, such as Boundary Waters Canoe Area access, Arapaho National Recreation Area access, and Mt. Nebo Scenic Loop Drive.

Government-Owned Improvements (Special Use)

Rehabilitate deteriorating improvements at high priority sites such as Kam Dam Marina, Allegheny National Forest; Timberline Lodge, Mt. Hood National Forest; and Pope/Talbot, Lake Tahoe National Forest.

FISH AND WILDLIFE HIGH PRIORITY CONSTRUCTION NEEDS

($ 000)

SAFETY ENHANCEMENT

Refuge	Project	Cost	Totals
San Fran. Bay	E.E. Center Safety Package	214 R	
San Luis	Facilities Improvement for Visitor Safety	143 R	
Quivira	Bridge Replacement	150 R	
			507

HABITAT IMPROVEMENT

Refuge	Project	Cost	Totals
Moapa Dace	Habitat Rehab	137 R	
Seal Beach	Nesting Island	24 N	
Ridgefield	River "S" Facilities and Equipment	158 N	
Ruby Lake	Upgrade Water Mgmt. Facilities	62 N	
Hawaiian Islands	Habitat Develop./Fencing	173 N	
Hawaiian Islands	Pond Rehab	153 R	
Desert	Dike Rehab	44 R	
San Bernard	Construct Freshwater Impoundment	75 N	
Bear River	Marsh Development	85 N	
Arrowwood	Habitat Improvement	60 R	
Harris Neck	Habitat Enhancement	316 N	
Browns Park	Grimes Bottom Development	496 N	
J. Clark Salyer	Habitat Improvement	130 R	
ND/SD/MT WPA's	Habitat Improvement	186 R	
			2,099

HABITAT PROTECTION

Refuge	Project	Cost	Totals
Tijuana Slough	Habitat Preservation	30 N	
Kern	Botulism Control Facility	60 N	
San Fran. Bay	Dune Habitat Protection	50 N	
Grays Lake	Dike Road Rehab	36 R	
Laguna Atascosa	Rehab. Dikes, Canals and WCS	342 R	
Aransas	Rehab. Bulkheads Shoreline and Bldg. Roof	286 R	
Brazoria	Rehab. Dike, WCS, Shoreline and Road	169 R	
Santa Ana	Rehab. Service Road	410 R	
Aransas	Replace Equipment Trailer	18 R	
Hagerman	Rehab Dikes and Replace Structures	53 R	
Tishomingo	Replace Motor Grader	65 R	
Anahuac	Rehab Marsh Canals	95 R	
Brazoria	Rehab Entrance Road	70 R	
Santa Ana	Rehab Marsh Canal	62 R	
Bosque del Apache	Replace Irrigation Gates	40 R	
Ottawa	Exterior Dike Rehab	1,225 R	
Iroquois	Rehab WCS	100 R	
Prime Hook	Marsh Rehab	170 R	
Sand Lake	Shoreline Protection	25 R	
LaCreek	Dike Rehab	70 R	
Audubon	Habitat Rehab. & Fencing	219 R	
Des Lacs	Rehab Bypass Ditch	56 R	
Kodiak	Airplane Hangar	397 N	
Yukon Delta	Rehab Facilities	722 R	
Arctic	Airplane Hangar and Facilities	1,950 N	
Texas Gulf Coast NWR's	Hurricane Allen Rehab	525 R	
Karl Mundt	Eagle Roost Preservation	359 N	
McNary	Habitat Rehab	261 R	
San Pablo	Dike Rehab	200 R	
Trempealeau	Dike Rehab	350 R	
LaCreek	Rehab Water Construction Structures	168 R	
Benton Lake	Ditch Rehab	60 R	
Fish Springs	Wetland Dev., One Dike Rehab	78 R	
Kulm	Equipment	55 R	
Aransas	Rehab Loop Road	582 R	
			9,358

New Construction - N	4,235	
Rehabilitation - R	7,729	
GRAND TOTAL		11,964

Potential Bureau of Land Management Requirements for Restoration and Rehabilitation Funds at Authorized Areas under Provisions of S. 910

Alaska:

Iditarod National Historic Trail; Steese National Conservation Area; White Mountains National Recreation Area; Beaver Creek, Birch Creek, Delta, Fortymile, Gulkana and Unalakleet Wild and Scenic Rivers; and Denali Scenic Highway.

We are unable to provide cost information on these areas since studies are not completed upon which cost estimates would be based.

California:

Pacific Crest Trail

King Range National Conservation Area

California Desert Conservation Area

Montana:

Upper Missouri Wild and Scenic River (Campsites-Boat Ramps-Drinking Water-Toilets-Interpretive Facilities-Roads)	$ 400,000

New Mexico:

Rio Grande Wild and Scenic River

Oregon:

Yaquina Head Outstanding Natural Area (Restoration of site-Roads-Parking-Interpretive Facilities-Signs-Trails-Safety Barriers)	2,000,000
Pacific Crest Trail (Trail Heads with Roads-Parking-Water Supply-Toilets)	100,000
Rogue Wild and Scenic River (Implement the development plan for Hellgate Recreation section: Wayside Fishing Sites-Campgrounds-Trails)	2,500,000

Salaries and Expenses

Question: **The HCRS had an appropriation originally budgeted in 1982 at $16,842,000 for salaries and related expenses for about 320 permanent employees. This staff assistr in the development of state**

outdoor recreation plans, administers the Natural Landmarks Program, the National Register of Historic Places, and the National Wild and Scenic Rivers System and the National Trails System, as well as other programs.

For 1982, the Budget revisions reduce this amount to $11,088,000. Reductions totaling $2.6 million are discussed on p.4 of Mr. Ritsch's testimony. What other programs will be reduced by $3.2 million to reach the new 1982 budgeted level? What programs would be cut if the Committee wanted to make a 10% further reduction?

Answer: Our estimated allocation of the FY 1982 budget reduction totalling $5,754,000, including the reductions discussed on page 4 of Mr. Ritsch's prepared statement, is as follows (in thousands of dollars):

	Carter	Reagan	Reduction	10% Further Reduction
Recreation Programs				
Planning	318	251	67	0
Community & Human Resources Development	665	0	665*	0
Water Resources	945	0	945*	0
Park & Recreation Technical Services	3,643	1,970	1,673	82
Subtotal	5,571	2,221	3,350	82
Natural Programs				
Resource Area Designation	1,977	877	1,100	0
Federal Lands Coordination	768	438	330	65
Natural Area Program	826	279	547	0
Subtotal	3,571	1,594	1,977	65
Cultural Programs				
Preservation Policy, Planning & Evaluation	304	0	304*	0
Maintenance of the National Register	2,009	2,009	0	0
Technical Preservation Services	1,148	1,148	0	0
National Architectural & Engineering Record	1,114	1,114	0	410
Interagency Archeological Services	2,463	2,400	63	507
Subtotal	7,038	6,671	367	917
Administrative Programs				
Environmental & Compliance Review	662	602	60	45
Total	16,842	11,088	5,754	1,109

*Termination of program discussed on page 4 of Mr. Ritsch's prepared statement.

Nationwide Rivers Inventory

Question: On Page 46 and 47 of your justification, you state that HCRS will have reviewed, by the end of FY 1981, 1,000,000 miles of rivers or streams and have identified 100,000 miles that may meet Federal, State or local standards for protection. What are your plans in 1982 regarding this Nationwide Rivers Inventory? Will HCRS attempt to develop one overall plan that foresees an end to additional river designations? You also state that you have identified 60 additional study segements. Will they be proposed in 1982?

Answer: By the end of FY 1981 HCRS will have reviewed just over 1,000,000 miles of rivers or streams which are over 5 miles in length. With the inventory concluded in all States except California, Arizona, Nevada, Hawaii, Washington, Oregon and Idaho, and with it nearing completion in these States, we have identified approximately 61,700 river miles for listing in the inventory. We expect the final inventory will identify considerably less than 100,000 miles of river that may meet Federal, State or local standards for protection. During F.Y. 1982, we will continue to assist Federal agencies in seeking to avoid or minimize adverse impacts of projects they may be involved in on rivers listed on the inventory.

HCRS does not intend to develop a plan which would terminate consideration of any further river designations. It is appropriate that Congress make the decision on which of those rivers listed in the inventory should be added to the National System.

We have no present plans to propose additional study segments in F.Y. 1982 given the Nation's economic and budgetary constraints. We are aware that bills have been introduced which would authorize new studies.

National Trails System

Question: Does HCRS anticipate developing an overall plan for the National Trails System, one that emphasizes consolidation of existing trails over further expansions?

Answer: HCRS is currently drafting a nationwide trails assessment which represents the views of the trail users themselves. It discusses the trails situation in America today, what could be done about it and how to best use available resources to solve trail problems. Specifically, the assessment reports how trail users:

- define the scope and extent of the National Trails System;
- identify existing trail needs;
- would strengthen the National Trails System Act; and
- identify potential trail corridors which might qualify as national historic or national scenic trails.

The National Trails System is continuously expanding through the designation of existing (developed) trails as National Recreation Trails which provide a variety of outdoor trail - related opportunities. Further expansion of the National Scenic and Historic Trails would be directed by Congress.

Historic Preservation Fund

Question: For 1982, the only Historic Preservation funding remaining is a $4.7 million grant for the National Trust, the same amount provided in 1981. Why were these funds retained with no reduction proposed?

Answer: The National Trust is an organization with ongoing programs and it is difficult for it to adjust to dramatic fluctuations in financial support. Furthermore, termination of Historic Preservation Fund support for State programs will likely increase public demands on the National Trust from non-profit organizations, businesses, and individuals, apart from the increased cost of maintaining Trust properties and other ongoing services.

Question: One of the functions provided by the National Trust is to manage certain nationally important buildings. We understand that this function is estimated to cost $981,266 in FY 1981. What will it cost in FY 1982? What will the Trust do with the balance of the funds? Are those needs as critical as providing, say, the Survey and Planning funds to the States?

Answer: Preliminary estimates indicate that $1,678,713 will be spent for operating expenses of ten properties owned and managed by the Trust (excluding the headquarters building); $530,000 will be spent on capital improvements on all properties; $405,635 will be spent in support of operation on all co-stewardship properties (managed but not owned by the Trust). Up to one-half of these expenses are chargeable to the Trust's Historic Preservation Fund (HPF) grant. Operations and maintenance costs are partially defrayed by admissions fees, endowments, rental agreements, special events, and donations. In order to make its properties completely self-sustaining, the Trust plans to increase admission fees by approximately 25% in 1982 and to accrue up to 40% more revenue from the other types of private income sources noted. The Trust also estimates, however, that it will need $9 million over the next 5 years for critical deferred maintenance. All but one of the properties owned and/or managed by the Trust are National Historic Landmarks.

Other National Trust expenses are itemized in greater detail in response to Senator Johnston's question below. These expenses relate to the Trust's mission to provide leadership in private sector preservation efforts. This includes administration, grants to non-profit organizations and State and local agencies from the Endangered Properties Fund, grants to educational institutions to help establish and support innovative curricula, the National Main Street Center, Office of Neighborhood Conservation, the rural preservation project, and consultant services.

The Trust's needs and services cannot in many instances be compared with those of State programs for survey and planning. Operations and maintenance of Trust properties, for example, have no counterpart in State survey and planning programs. In other areas, the Trust's orientation towards the private sector distinguishes it--albeit not totally--from States. The Department plans to reassess its relationship with the National Trust in 1982 to determine fully those services offered by the Trust that are wholly distinguished from those of State programs. At the same time, however, termination of HPF assistance to to States will place greater demands on the Trust and reduce the number of instances in which services are delivered by both entities.

Funding for the Urban Park and Recreation Fund

Question: Your revised budget provides for a transfer of $2.0 million to the NPS to provide, in part, for the administration of the Urban Park and Recreation Fund grants from prior years. Will the $2 million be adequate to provide proper supervision of the outstanding grants? What is the amount of grants outstanding? How long will there be a continuing need for administrative costs for this program?

Answer: Grant obligations now total $102.7 million. In addition there are $20 million in grant commitments that will not be obligated due to the proposed rescission.

If there are no additional Rehabilitation and Innovation Grants funded for the duration of the program, it is expected that the UPARR share (about $1.2 million) of the $2 million will be adequate for proper supervision during FY 1982. Workloads and administrative costs will be reduced in subsequent years, but because UPARR projects are funded on the basis of a three year completion cycle, project activities will extend through FY 1983 and 1984; some administrative funding will be required in those years. Some compliance monitoring of UPARR projects may be necessary beyond 1984, but it should be possible to consolidate these activities into other functions at that time.

Redwood National Park

Question: How does the Department square its failure to request funds for deposit for the redwoods expansion and its excessively slow pace in completing timber cruises with § 108 of the Expansion Act, which pledges the full faith and credit of the United States to prompt payment of just compensation, which is a constitutional responsibility?

Answer: There is no doubt that just compensation must be paid. If any doubt exists it would relate to the question of value, or the amount, yet to be settled, of just compensation. The pace at which the timber cruise and other valuation work is progressing is, we feel, in consonance with the magnitude of the project.

Question: Assuming the FY '81 rescissions are approved, what criteria has the Department developed for allocating its remaining Federal share, Land and Water Fund monies among competing acquisitions?

Answer: It is intended that the remaining funds available for obligation by Federal agencies after the rescission request is fully approved will be used to pay salaries and expenses for Federal agency professional land acquisition staff, relocation costs for ongoing projects, deficiency payments and other related costs for title certification, appraisals and closing costs for cases filed in court. These activities will require approximately 90 percent of the funds available. The remainder of the funds will be used to purchase emergency land acquisitions that have been approved by Congress.

Question: Assuming the President's proposed rescissions for FY '81 are approved, does the Department plan to go forward with a deposit for $25 million for the Redwood expansion area out of the reduced amounts available in the Land and Water Fund in 1981? If not, why not?

Answer: The President's rescission for fiscal year 1981 proposed that the $25,000,000 appropriated for deposit be reduced by $20,000,000. Approval of that rescission would in fact direct us to carry out reductions as identified.

The reduced amounts remaining would be used to pay administrative expenses and deficiency payments at other areas where court award or judgments have been received.

Question: In testimony before the House Appropriations Committee last year, a Park Service witness testified that the cost of the park could go as high as $600 million. Since the Park Service has grossly underestimated the cost of the acquisition, why hasn't the Department sought additional appropriations for deposit? Will the Department seek funds for deposit in the future?

Answer: Yes, the Department will seek additional funds for deposit when there is a firm indication of value, or just compensation. Until the timber cruise and appraisals are completed, the Service has no basis to exceed the initial estimate.

Question: Given the ultimate significant cost of this park expansion, is the Department willing to forego other acquisitions to pay off this debt?

Answer: The Department is mindful of its obligation to obtain funds sufficient to pay just compensation for that land legislatively taken at Redwood National Park. Such action may cause us to postpone some programs rather than forego them.

QUESTION SUBMITTED BY SENATOR ROBERT C. BYRD

New River Gorge National River

Question: In fiscal year 1981, an amount of $1,500,000 was included in the regular appropriation bill for land acquisition at the New River Gorge National River. The previous Administration also included $8,240,000 in the fiscal year 1982 budget for land acquisition at this site. The current Administration proposes to rescind fiscal year 1981 funds, and the Administration's revised budget for fiscal year 1982 includes no funds for land acquisition at this site.

Instead, the Administration plans to rely on "trades" of land in order to round out its acquisition needs.

For the record, please indicate the magnitude and estimated cost of land yet to be acquired at the New River Gorge National River, the magnitude and estimated cost of land associated with "anxious sellers" at that site, and indicate in practical terms precisely how the new policy would apply at this site so that the requirements of the "anxious sellers" can be met in a practical, workable manner.

Answer: New River Gorge National River as authorized is comprised of 62,024 acres. The enabling legislation provides for a monetary limitation of $20,000,000 to carry out the acquisition programs. Through fiscal year 1981, $2,582,009 has been appropriated leaving a balance of $17,417,991.

As of March 31, there were 472 acres in Federal ownership, 6,529 acres in other public ownership and 2,603 acres not to be acquired. Remaining in private ownership are 52,420 acres.

There are 21 tracts, comprising 780 acres and valued at approximately $3,700,000 that have been identified as "anxious sellers".

An agressive land exchange program will be initiated, however, we are also thoroughly reviewing existing legislation for the purpose of refocusing conservation and preservation programs.

QUESTIONS SUBMITTED BY SENATOR CHILES

Existing Moratorium on Land Acquisition

Question: I am very much concerned about the moratorium imposed on Federal land acquisition activities by the Secretary of Interior in February of this year. It is my understanding this decision was based on the need for a thoughtful policy review of existing land acquisition authorizations. I am interested in learning what methodology will be used for analyzing units within the National System and for determining if these areas are, in fact, appropriate for inclusion in the National Park System.

Answer: The Administration will conduct a review of its current authorized claims against the Land and Water Conservation Fund for the National Park Service. We will apply the criteria of national significance against each of the authorized claims against the Fund to determine if they are appropriate for inclusion in the National Park System.

Question: How long will this review process take?

Answer: It is anticipated that this review will take approximately one year. Upon completion of the review our findings will be communicated to Congress.

Question: Does the Park Service at this time have a so-called "hit list" of park areas they feel need to be reviewed for the purpose of boundary modifications or deauthorizations? If so, are any Florida park lands included in this listing?

Answer: There is no "hit list" of areas for deauthorization. The Administration will conduct a review of its current authorized claims against the Land and Water Conservation Fund. We will apply the criteria of national significance against each of the authorized claims against the Fund. Any possible divestiture of lands authorized by Congress will be proposed for legislative action.

Question: Will the moratorium on acquisition remain in place until the Department's review process is completed, or will the moratorium be lifted on a case by case basis as studies on individual areas are completed?

Answer: It is anticipated that this review process will take approximately one year and the current level of funding will not be increased until the review is completed. Upon completion appropriate action will be taken to fund those areas necessary for inclusion in the Federal estate.

Question: It is my understanding a primary reason for holding back on completing acquisition on lands already authorized as Park System units is to provide an opportunity for assessing existing management objectives. I can understand why the Park Service would want to effectively manage what it now owns before acquiring additional lands. However, while this may be a valid argument with respect to some newly authorized projects that don't have a long history of Federal management, I question its applicability to other projects, such as Big Cypress National Preserve and Biscayne National Park in my State, where complete acquisition is an integral part of the overall management scheme. In the case of Big Cypress, 88 percent of the Preserve is now in Federal ownership, and the remaining lands are scattered throughout the Preserve. To cease acquisition now appears to be not only unfair to land owners but, in my view, inconsistent with effective management objectives.

I would appreciate your comments on the advantages of continuing the moratorium on acquisition of private property in Big Cypress. I would also be interested in an assessment of when acquisition in Biscayne National Park can be initiated.

Answer: The Administration plans to review all acquisition areas to see if a need exists for Federal acquisitions and what actions can be implemented to stretch the available funding and reduce the need for Federal funding to protect areas. Two basic methods which could provide protection without large Federal expenditures are land exchange and a range of techniques providing alternatives to full fee Federal acquisition. It is felt that the savings realized by employing these alternative actions will be far greater than the loss due to price escalation of the land.

Proposed Reductions in the Land and Water Conservation Fund

Question: The Administration is proposing only $45 million in FY 82 for land acquisition activities involving hardship cases and emergency purchases. Please elaborate on the possible uses of this $45 million.

Answer: Of $45 million, $4.6 million will be allotated to the National Park Service for administration of the State Grant portion of the Land and Water Conservation Fund and $1.4 million will be allocated to the Assistant Secretary for Fish and Wildlife and Parks for administration of the Federal portion of the Land and Water Conservation Fund. The remaining $39 million will be divided among the Federal land managing agencies to meet salary and minimum land acquisition related expenses such as relocation payments, deficiency payments and associated closing costs for prior commitments. The exact distribution of these funds among the four Federal agencies is not determined at this time.

Question: Please define what is meant by hardship and emergency purchases.

Answer: The LWCF Policy Group will recommend criteria and will review potential emergency land acquisitions to recommend to the Assistant Secretary of Fish and Wildlife and Parks which cases are to be funded. Some of the criteria might be:

- Areas where failure to protect current investment would result in substantial damage to high value Federal lands

- Areas with outstanding values of national significance that would be lost forever.

Question: Do you have an estimate of pending parcels subject to acquisition which could not be characterized as qualifying for acquisition under the definition of hardship or emergency? What is the total cost of these purchases?

Answer: For both the FY 1981 rescission and the FY 1982 Budget request the estimated tentative commitments that could be affected total about $117 million. A breakdown, by agency, follows:

Table II

Land and Water Conservation Fund - Federal Portion
Summary
FY 1981 Commitments ($ in thousands)

Mgmt. Unit	Offers approved by Agency or Congressional oversight but not returned to owner for final consumation			Written offer accepted by agency and sent forward for congressional oversight			Written offer submitted by owner being reviewed by agency			Written offer presented to owner not returned to agency		
	$	tracts	Acres	$	tracts	Acres	$	tracts	Acres	$	tracts	Acres
NPS	-	-	-	-	-	-	31,219	38	1,497	36,735	747	29,712
FS	5,753	73	12,493	6,789	50	7,009	456	9	1,556	1,702	36	1,271
FWS	2,340	13	2,692	465	2	55	356	8	847	28,374	238	38,471
BLM	-	-	-	-	-	-	-	-	-	49	7	126
Pinelands	NR-	-	-	-	-	-	2,950	-	7,300	-	-	-
Total	8,093	86	15,185	7,254	52	7,064	34,981	55	11,200	66,860	1,028	69,580

Question: In my view, there are definite advantages in having a predictable, orderly acquistion program. You avoid the increased costs associated with delaying property purchases. You reduce the possibility of damage to the resource by purchasing before development can take place. And, you treat fairly those property owners who own property within an authorized National Park Service unit. By reducing appropriations for the Federal land acquisition activities to the point where only emergency and hardship cases can be purchased, are you not running a risk of encouraging situations where landowners feel compelled to take action to "create" an emergency situation by threatening development of an environmentally sensitive area? It would appear you would avoid hardship and emergency cases if you proceed with an orderly acquisition program.

Please explain how abandoning a routine acquisition program and adopting, instead, a piecemeal approach to acquiring only those lands in danger of being damaged, is in the best interest of the Government and is reasonable and equitable to the landowner.

Answer: The current policy of acquiring only those areas which are of an emergency or hardship nature is only temporary. Upon completion of the review of all currently authorized claims against the Fund, a plan to acquire or protect through alternative actions those lands that are nationally significant will be established.

Question: The completion of the Big Cypress National Preserve, Biscayne National Park and Crocodile Lake National Wildlife Refuge are matters of high priority with the State of Florida. It is particularly significant that the Big Cypress and Biscayne National Park acquisitions have taken place with active participation by the State. Florida contributed $40 million for the acquisition of the Big Cypress Preserve, and donated thousands of acres of State lands for the creation of Biscayne National Park.

Please explain how, in light of the proposed budget request and the pending moratorium, the Administration plans to honor the commitments made to the State of Florida when entering into this cooperative program involving such extensive expenditures of State resources.

Answer: The Administration appreciates the participation of State and local governments in the protection of lands at federally administered areas throughout the Nation. During the review of currently authorized claims against the Fund, State and local participation will be taken into consideration. With such a high level of interest in many Federal areas it may be preferrable to return some areas to the State and local governments for their administration.

QUESTION SUBMITTED BY SENATOR BURDICK

Land and Water Conservation Fund Grant Projects

Question: Recently I questioned Secretary Watt about the Department of Interior's intentions with regard to certain fiscal year 1981 Land and Water Conservation Fund/State grant projects. As you know, there are many projects throughout the nation for which FY 81 funds were not obligated by the regional office, but yet committed by the State office. In many of these projects, contracts were agreed to and now the communities and the contractors find themselves in a state of legal limbo. Secretary Watt said each of these projects would be reviewed and, hopefully, resolved. Can you tell me what you are doing -- specifically -- to resolve these situations?

Answer: Currently there are $31,728,625 in FY 1980 and prior year funds that were not obligated by the States at the time a hold was placed on further obligations. Since these funds are not affected by the rescission they will be available to the States to which they were apportioned. Of the $10,440,374 million remaining in FY 1981 funds not affected by a rescission, we are proposing that $3,547,332 be retained in a Contingency Reserve. The balance of $6,893,042 would then be distributed so that each State receives at least 10% of its original fiscal year 1981 apportionment. States can use their FY 1980 and prior year funds and the balance of FY 1981 funds they receive to address the type of funding problem outlined in your question.

For example, with the rescission, North Dakota will have a total of $361,727 in FY 81, FY 80 and prior year funds available. The State could give priority to their more critical funding problems with these moneys. In allocating the remaining amounts in the Contingency, one consideration in determining the allocation of these funds nationwide will be legal and economic hardships resulting because of the rescission. The Contingency funds are limited, however, so the States will have to depend primarily on their remaining regular apportionment to meet hardship cases.

QUESTION SUBMITTED BY SENATOR ANDREWS

Funding for the Land and Water Conservation Fund

Question: I'm very concerned about the State recreation grants from the Land and Water Conservation Fund. Because of the fiscal year 1981 rescissions, many cities in North Dakota have found themselves in a most difficult position. Their grants had been approved at the State level and in many instances work had begun, now however, the rescissions have thrown a major roadblock in their way.

In one instance a community had privately paid for an ice arena and were hoping that the grant would pay for some of the remaining interior work. Now, after their successful fund drives to build the arena the inside remains unfinished because of the rescissions.

What is the Department going to do, if anything, to assist small towns in States like North Dakota, to honor the commitment they felt they had from the government?

With the emphasis of this Administration on the State's role in managing many affairs, why is the State program going to be eliminated?

Answer: Currently there are $31,728,625 in fiscal year 1980 and prior year funds that were not obligated by the States at the time a hold was placed on further obligations. Since these funds are not affected by the rescission they will be available to the States to which they were apportioned. Of the $10,440,374 remaining in fiscal year 1981 funds not affected by a rescission, we are proposing that $6,893,042 would then be distributed so that each State receives at least 10 percent of its original fiscal year 1981 apportionment. States can use their fiscal year 1980 and prior year funds and the balance of fiscal year 1981 funds they receive to address the type of funding problem outlined in your question.

For example, with the rescission, North Dakota will have a total of $361,727 in fiscal year 1981, fiscal year 1980 and prior years funds available. The State could give priority to their more critical funding problems with these moneys. In allocating the remaining amounts in the Contingency, one consideration in determining the allocation of these funds nationwide will be legal and economic hardships resulting because of the rescission. The Contingency funds are limited, however, so the States will have to depend primarily on their remaining regular apportionment to meet hardship cases.

Questions Submitted by Senator Leahy

Funding for the Land and Water Conservation Fund

Question: In your testimony, you stated that approximately $31.7 million of unobligated carry-over funds had been frozen. On what date were these funds frozen? Are these funds included in the rescission request? If not, when do you plan to release these funds for obligation? Will these funds be reapportioned, or will they remain for the individual States to obligate?

Answer: The Secretary of the Interior placed a hold on the obligation of Land and Water Conservation funds on February 17, 1981, in order to bring the accounting records up to date and review options for the use of the remaining funds.

The $145,000,000 proposed for rescission involves only FY 1981 appropriations. It does not include the $31.7 million in carry-over funds remaining from prior years.

The carry-over of prior years funds will be released shortly. Once released, the funds will be available as previously apportioned to the States. Reapportionment of remaining FY 1981 funds will occur only if the rescission is enacted. Under our proposal the remaining $10.4 million in unobligated FY 1981 funds will be divided; $3.6 million will be set aside for use as a Contingency Reserve fund to meet pressing emergency needs and the remaining $5.8 million will be reapportioned by the Secretary in a manner which will ensure that all States will receive a minimum of 10% of their original FY 1981 apportionment.

Question: If the rescission request is fully approved, what criteria will the Department use to allocate the remaining

Contingency funds for both the Federal and State programs? What projections, or assumptions were used in determining the amounts needed for the Contingency Funds?

Answer: The Contingency Reserve is a small portion of the Land and Water Conservation Fund (State) appropriation set aside by the Secretary to meet unforeseen priority needs. The fiscal year 1981 appropriation for the L&WCF State assistance program limited the amount that could be placed in the Contingency Reserve to $6 million. At the time the rescission was proposed there was $3,599,000 in the Contingency Reserve that remained uncommitted. If the rescission request is fully approved these funds will be allocated on a project-by-project basis with priority given to those States that had not received a proportionate share of the FY 1981 funds not rescinded and had fully committed their remaining FY 1980 and prior year funds. Projects which require immediate action to avoid the loss of a recreation resource that fulfills a critical need and are outstanding in the quality or quantity of recreation opportunities offered, will be given consideration first. Also, consideration will be given to projects where project related legal and economic hardship will occur because of the rescission.

It is intended that the remaining funds available for obligation by the Federal agencies after the rescission request is fully approved will be used to pay salaries and expenses for Federal agency professional land acquisition staff, relocation costs for ongoing projects, deficiency payments and other related costs for title certification, appraisals and closing costs for cases filed in court. These activities will require approximately 90 percent of the funds available. The remainder of the funds will be used to purchase emergency land acquisitions that have been approved by Congress.

Historic Preservation

Question: How many grants have been approved at the regional level, but not at the national level? Will these grants be funded?

Answer: Approximately $3,011,000 of acquisition or development grants and $1,346,000 of Survey and Planning grants have completed review at the regional level, but not at the national level. These grants could not be fully funded under the proposed rescission of $8,000,000.

Question: Are there any carryover funds that have not been obligated? Have they been frozen? Have they been proposed for rescission? If not, when will these funds be available for obligation?

Answer: There are estimated to be approximately $1.6 million of unobligated funds over and above the $8,000,000 proposed for rescission. Once these funds are verified, they will be obligated promptly.

Question: In your estimate, how much will the States require to continue their tax certification efforts? How do you expect the States to continue to meet this responsibility if no Federal funding is provided?

Answer: With the exception of the Commonwealths and the Territories for which the Tax Reform Act of 1976 does not apply, applications for rehabilitation certification under the Tax Reform Act have been received from every State including the District of Columbia. Since 1977, it is estimated that $1.4 billion investment has been generated.

This program is administered jointly by the States and the Federal Government. State administrative expenses for Tax Act activities are chargeable to the Historic Preservation Fund (HPF); Interior's expenses are charged to the HCRS Salaries and Expenses (S&E) account. In FY 1980, States spent approximately $816,000 (half of this came from the HPF allocation) for operation of Tax Act responsibilities; Federal S&E costs were $341,000. These figures will increase due to the program's growing popularity and the Administration's emphasis on using tax incentives rather than grants or loans to spur private investment. It is estimated that the Tax Act workload for FY 1982 will be twice that of FY 1980.

Given the trend described above, if funds for State programs were continued, up to $1.6 million (half from the HPF) would be required in Fiscal Year 1982 to maintain the same quality of review that now exists. If State funding is discontinued, fewer State Historic Preservation Officers will continue to perform Tax Act activities, and those that do may charge a fee for the service. Tax Reform Act project reviews will have to be conducted by the Federal government to a much greater extent.

Question: If the State preservation programs are not funded, who will fulfill the legal requirements of Federal project review, and advise on the impact of Federal actions on historic properties? Since Federal projects must by law go through this "106" process, what will the resulting delays cost the Federal government in increased costs?

Answer: Upon the termination of Historic Preservation Fund grants, most State Historic Preservation Officers will be unable to voluntarily assist Federal agencies in Section 106 consultation and protection. Some States may perform these activities on a fee basis. However, the Section 106 review process probably would have to be redesigned.

Most Section 106 project review would be assumed by the Federal government. Transfer of Section 106 functions from States to the Federal government involves training personnel and ensuring access to and periodic updating of State inventory data. If the States were to be reimbursed on a case by case basis, the annual cost to the Federal government of Section 106 project review would double from $1.9 million to $3.8 million.

Although removing States from the present Section 106 compliance may cause some project delays and could lead to agency noncompliance, the costs are difficult to estimate because these depend upon the number, size, complexity, and location of the projects. Because the increasing emphasis on multiple use of Federal lands will lead to a greater number of Section 106 cases, increased expenses for cultural resource surveys, evaluation and protection will be incurred, since State surveys and inventories of historic and archeological sites would either be eliminated or reduced in scale.

Proposed Legislation for Park Restoration and Improvement

Question: The major change in focus of the Land and Water Conservation Fund will require changes in the authority of the program. When do you expect to submit to Congress the necessary legislation to effect this change?

Answer: The proposed legislation has been submitted to Congress. It has also been introduced as a bill, S910.

Question: OMB's April budget publication states that "only $8 million of the (Historic Preservation) Fund was to be used to help restore buildings..." This seems to ignore the fact that the States have been given great discretion in allocating their funds. Does not this statement also ignore the fact that the Federal government has placed priority on planning and survey activities, rather than direct preservation grants?

Answer: SHPOs as well as the Federal government have increasingly emphasized survey and planning activities in recent years. This trend was therefore expected to continue in fiscal year 1982, even though States would no longer have to address an explicit set of federally mandated priorities when planning their programs. The increased Section 106 compliance workload, Tax Reform Act rehabilitation review, inventory and nomination efforts, and comprehensive planning for resource protection provide a basis for the projection that only $8 million would have been directly applied to restoration (in the form of development projects) in fiscal year 1982.

Question: A recent GAO study recommended that Federal agencies give greater consideration to the reuse of the many surplus school structures as an alternative to new construction. Are there plans in the Department of Interior and other agencies to follow this recommendation? If so, please elaborate. If not, please explain.

Answer: While the concept of a Federal agency acquiring surplus school structures to meet its space needs and provide direct benefits to impacted school districts is laudable, we do not see any applicability to the historic preservation programs. Such acquisitions cannot be routinely contemplated at this time by the National Park Service since our FY 82 budget proposals do not include funds for acquisitions to the National Park System. Additionally, any acquisition of a surplus school would have to be in the context of either authorized acquisitions for a newly established park or acquisition of inholdings within an existing park. Therefore, it would not be feasible for the National Park Service to acquire an isolated surplus school structure. At the same time, the Department's advice in technical preservation, including adaptive reuse, can be requested by Federal agencies that are comtemplating reuse of schools.

Question: As a member of the Agriculture Committee, I have noted with alarm the loss of 3 to 5 million acres per year of our agricultural land to non-agricultural uses, all too often to urban sprawl. SHPOs have been active in achieving strong rural preservation programs which, when widespread, offer substantial assistance in resolving this strategic issue of productive agricultural land loss. How will the Interior Department continue this decentralized program of heritage planning support to rural communities interested in both their heritage and economic life?

Answer: A wide range of SHPO activities including Tax Reform Act functions, survey and planning grants, acquisition and development grants, and technical assistance have been used to promote the preservation of rural historic resources that are directly or indirectly threatened by urban sprawl. As an example, support for revitalization of historic downtown areas has achieved both community development and historic preservation goals as opposed to alternatives such as relocating retail centers in outlying farming areas. Many State rural preservation and planning efforts in which SHPOs have participated enjoy widespread support and will continue notwithstanding the termination of HPF assistance. In addition, it should be noted that the Department's maintenance of the Tax Reform Act and National Register programs will still enable recognition and protection of many State and local rural historic resources.

Questions Submitted by Senator Johnston

Historic Preservation Fund

Under the Administration's proposal, no funds are requested in FY 82 for the Historic Preservation Fund. The scanty budget justification I have received indicates that the intent of this request is to end the matching grant program and rely instead on tax incentives for preservation of our historic resources.

Without any funding, however, I am told that the States will have to reduce significantly many activities including certification of structures as eligible for the tax incentive program as a result of personnel reductions resulting from the HPF cut. In addition to the administration of the tax incentives program, enforcement of and participation in 4(f) proceedings and other activities associated with mitigating the impact of various activities undertaken with Federal funds on historic properties will be sharply curtailed. This of course could result in lengthy project delays later on if information is not available early on.

Question: How much of the grant money allocated to the States in FY 1981 was used by the States for activities associated with the tax incentive program?

Answer: States targeted for the tax incentive program $0.4 million of the total $25.26 million from the Historic Preservation Fund initially apportioned to the States for fiscal year 1981. State activities comprising the tax incentive program include:

- Review of State and local statutes
- Review of significance for historic district properties
- Review of a property's rehabilitation as conforming to the Secretary's Standards for Historic Preservation Projects
- Liaison to promote use of Tax Act
- Technical assistance to bring rehabilitation plans into conformance with the Secretary's standards

Question: How much was used for activities associated with 4(f) and other such activities?

Answer: States have targeted for 4(f) and other review and compliance activities $2.1 million of the $25.26 million from the Historic Preservation Fund initially apportioned to the States. State activities comprising the review and compliance program include review and technical assistance for:

- A-95 Clearinghouse Notices
- Environmental Impact Statements
- 4(f) Compliance
- Section 106 Compliance
- Determinations of Eligibility

Question: How much was used for completing surveys, an activity necessary for proper use of other Federal activities and to provide planning information to assure that projects mitigate the impact on historic structures early on?

Answer: States targeted for completing surveys $7.4 million of the total $25.26 million from the Historic Preservation Fund initially apportioned to the States. These surveys produce planning information that assists in the proper performance of Federal activities by assuring that projects are implemented with appropriate consideration of potential impacts on historic resources.

Question: How much was used for the restoration of properties?

Answer: The States targeted $5.7 million for the restoration of properties of the total $25.26 million from the Historic Preservation Fund initally apportioned to the States.

Question: Please provide a precise list of each of the above for the record.

Answer: Of the total $25.26 million initially apportioned to the States for Fiscal Year 1981, States targeted $0.4 million for tax incentive program activities, $2.1 Million for 4(f) and other review and compliance activities, $7.4 million for completing surveys, and $5.7 million for the restoration of properties. Further information is provided above.

Question: Would $20 million be sufficient to make sure that the states can continue tax certification activities, required regulatory activities and activities associated with nominations of properties to the National Register in FY 1982? If not, how much would be necessary? Please submit for the record a justification of the figure you believe is needed.

Answer: If we were to assume that no States would continue any of these activities without Federal assistance, the Department estimates that $20.1 million would be required in FY 82 to ensure that States continue Tax Act certification activities, mandated regulatory activities, administering grant obligations, and activities including survey associated with nomination of properties to the National Register.

The data on the table below estimate the need for the Federal assistance from the Historic Preservation Fund in five categories. Data on State share contributed to the total cost in each category are also included.

The estimates are derived from measurements of FY 80 performance, FY 81 grant management data, and a sampling of States for information not normally reported to HCRS. Estimates for FY 82 were calculated to permit adjustments for inflation (est. at 7%) in cost areas that relate to demands for services from other agencies and the public, and hence are not subject to administrative control. Survey and Planning estimates, however, were held constant since it is assumed that States would adjust level of effort to changed funding. In addition, estimates for existing grant administration obligations reflect the reduced number of such obligations that remain from FY 81 and earlier years.

ESTIMATED FY 82 HISTORIC PRESERVATION FUND COSTS

(Millions of $)

	estimated Fed. share	cumulative Fed. share	estimated activity cost (incl. State share)	cumulative program cost
Tax Reform Act Activities				
(grant)	$0.44			
(admin)*	0.04			
	$0.48	$ 0.48	$ 0.92	$ 0.92
Required Regulatory Act. °Review and compliance °Preservation planning				
(grant)	5.64			
(admin)	0.42			
	6.06	6.54	11.70	12.62
Existing Grant Obligations °Administer covenants °Administer active grants				
(grant)	1.85			
(admin)	0.34			
	2.19	8.73	4.04	16.66
Nomination Activities °Nomination preparation °Nomination review °Signif. eval. planning				
(grant)	3.67			
(admin)	0.28			
	3.95	12.68	7.62	24.28
Survey °Survey strategies planning °Property identification °Property documentation				
(grant)	7.10			
(admin)	0.32			
	7.42	20.10	10.46 **	34.74

---

* (admin) = Federal administrative costs for support of grants to States for the activity shown.

** Public Law 96-515 requires a 70:30 matching ratio for survey and inventory; all other activities are matched at a 50:50 ratio.

Administrative Expenses-HPF

Question: About $2 million was requested to administer the Historic Preservation Fund. Since the fund is being zeroed out in your budget amendments, do you plan to revise this estimate? If $20 million were appropriated, what would be needed by the Department for administration?

Answer: The FY 82 Carter budget proposal requested about $2 million to administer the Historic Preservation Fund. The Reagan Administration's budget revisions propose to pay for the Historic Preservation Fund State Program closeout using funds from the operation of the National Park Service account.

In 1982, $938,000 (not including bureau indirect costs) is to be allocated to the following closeout activities. These requirements would decrease in subsequent fiscal years as development projects are closed out and State participation in the HPF program is curtailed.

A.

Grant Activity	S&P	A&D	TOTAL
° No. of active prior year grants	58 (est.)	1,600 (est.)	1,658 (est.)
° Federal share obligated but unexpended from prior years	$10,000,000[†]	$50,000,000	$60,000,000

[† Primarily uncompleted contracts.]

B.

Administrative Activity	Total	Work Yrs Needed
° Monitor grants to the National Trust	15	(1.0)
° Grant amendments processed	500	(4.0)
° Fiscal audits (resolution and recovery of disallowed costs)	([†])	(2.0)
° Implement recommendations from Title VI compliance review	24	(1.0)
° Grant Disbursements	4,800	(2.0)
° Consultations on uniform grants management requirements and project covenants	--	(2.0)
° Project Inspection Visits	150	(1.0)
° Review and Assess annual program progress and project completion reports	1,500	(2.0)
° Oversee legal, financial, and admin. requirements for the orderly phase-out of State programs.	--	(3.0)
° Assistance to States maintaining program and financial staff to oversee subgrants through 1983 (end date of 1981 awards)	--	(3.0)

[† Potentially all States will be audited under the new Single Agency Audit procedures required by OMB Circular A-102, Attachment P.]

The Department would need $1.4 million (not including bureau indirect costs) to administer the Historic Preservation Fund if Congress appropriated $20 million for State HPF programs. These administrative costs are itemized in the table responding to the previous question.

Historic Preservation Loan Guarantee Program

Question: The National Historic Preservation Act Amendments of 1980 authorized the establishment of a loan fund which would have a minimal impact on outlays. No funds were requested for this fund, despite a real need for it, a need underlined this year by the elimination of the HPF. Why were no funds requested? Do you plan to request funds for it in the future?

Answer: The Administration's program to reduce the growth of Federal spending, in addition to addressing budget expenditures, includes reductions in "off-budget" areas such as loan guarantees that have significant long-term financial implications. We believe that it is not desirable to initiate a new loan guarantee program in addition to those administered by other Federal agencies (HUD, SBA, FmHA, etc.). In addition, design and implementation of the historic preservation loan guarantee program would require significant new outlays for administration and personnel. As a result, no funds have been requested for the program and no such request is immediately contemplated. The Department plans, however, to undertake a review of potential alternative funding sources for historic preservation that will include assessment of the potential costs and benefits of loans and loan guarantees.

National Trust For Historic Preservation

As I understand your budget request, grants in aid to the National Trust were reduced by only $400,000 although grants in aid to the states were zeroed out. While a portion of the Trust's activities does involve management of Federally-owned, nationally significant properties, a part also involves grants to communities, for example, the Main Street Program, the Rural Preservation Program and the energy conservation program.

Question: Please furnish for the record a precise breakdown of those funds requested which are directly associated with grants to communities, states, individuals or private organizations. Was the $400,000 reduction spread over these programs? If so, how? Is the energy conservation program coordination with other Federal energy conservation programs? Is the energy conservation program targeted on poor Americans--in other words, is there any means test for it?

Answer: As noted above, the Administration's fiscal year 1982 requested allocation for the National Trust is $4.7 million, the same as was allocated in fiscal year 1981.

The National Trust provides matching grants to nonprofit incorporated organizations and State and local government agencies. Grants are awarded in three categories:

1. Consultant Services, which provide funding for professional advice on specific preservation projects.

2. Preservation Education, which supports program development at the elementary through post-graduate levels.

3. Co-sponsorship of conferences that address subjects of particular importance to historic preservation.

The National Trust publicizes the energy values inherent in the continued and adaptive reuse of historic buildings. The theme of National Historic Preservation Week in 1980, sponsored by the National Trust, was preservation and energy conservation. The Department of Energy, through its Office of Conservation and Solar Energy, made a grant of $34,000 to the National Trust to support the public awareness effort of Preservation Week. Although the Trust is further developing the energy rationale for preservation, it is not administering a separate energy conservation program.

Question: Of this grant money, how much has been spent on conferences in the past? Please furnish a precise list for the record. How much is budgeted for conferences in FY 1982?

Answer: In fiscal year 1981, the National Trust has spent $10,139.50 for supporting conferences through grants to organizations or by direct co-sponsorship with other entities. The 1982 conference budget has not yet been determined. The following is a list containing the grantee or co-sponsor, and amount the Trust granted for each fiscal year 1981 conference:

CO-SPONSORED CONFERENCE GRANTS

1. California Historical Society
   San Francisco, California
   $1,000

Financial assistance to co-sponsoring four workshops on "Stone and Masonry Conservation."

2. Historic Preservation Committee for
     the City of San Buenaventura
   Ventura, California
   $1,000

Financial assistance in co-sponsoring with the California SHPO a three-day conference in February, 1981, "Archeology and Local Government."

3. Department of Land and Natural Resources
   Honolulu, Hawaii
   $1,000

Financial assistance in sponsoring a conference on "Native Hawaiian Fishpond: The Contemporary Developmental and Regulatory Issues."

4. Greater Portland Landmarks, Inc.,
   Portland, Maine
   $1,000

Financial assistance in sponsoring a two-day conference on the "Economics of Livability." The conference examined issues of livability as they relate to the broader economic development strategy of the city and addressed Portland's goals for the built environment in the 1980's.

5. Heritage Education Commission
   Moorhead State University
   Moorhead, Minnesota/Fargo, North Dakota
   $500

Financial assistance in co-sponsoring a one-day conference, "Home Preservation Workshop," during Historic Preservation Week, 1981.

6. Franklin Pierce Law Center
   Concord, New Hampshire
   $1,000

Financial assistance in co-sponsoring one-day conference on Historic Districts in New Hampshire

7. Upper Valley - Lake Sunapee Council
   Lebanon, New Hampshire
   $639.50

Financial assistance in co-sponsoring a series of the regional conferences in January and February, 1981: "Historic Preservation: An Introduction to Community Survey and Inventory Methods."

8. New York Temporary State Commission on the Restoration of the Capital
   Albany, New York
   $1,000

Financial assistance in co-sponsoring a three-day conference in March, 1981, "Symposium on the New York Capitol."

9. National Association for Olmsted Parks
   New York, New York
   $1,000

Financial assistance in co-sponsoring the 2nd National Conference on Olmsted Parks, "Olmsted in Boston and America."

10. Landmarks Association of Central New York, Inc.
    Syracuse, New York
    $1,000

Financial assistance in co-sponsoring a conference, "Local Landmarks Law, 1981."

11. Mt. Auburn Good Housing Foundation
    Cincinnati, Ohio
    $1,000

Financial assistance in co-sponsoring a conference on "Minorities and Historic Preservation."

National Main Street Center: In fiscal year 1981, the National Main Street Center, a special program of the National Trust in partnership with the International Downtown Executives Association, is conducting four regional seminars on downtown revitalization. The four-day implementation-oriented programs are geared toward community development activitists, planners, chambers of commerce, merchant associations, state and local officials, lenders, preservationists, and others actively involved in downtown revitilization in small cities.

Training Program
Burlington, Vermont
Budget: $31,250, Date: August 10-13, 1981

Sponsors: National Trust (NT)
International Downtown Executives Association (IDEA)
Supported Through: Registration Fees

Training Program
Salt Lake City, Utah
Budget: $31,250; Date: August 24-27, 1981
Supporters: NT
IDEA
Supported Through: Registration Fees

Training Program
Chicago, Illinois
Budget: $31,250; Date: September 21-24, 1981
Supporters: NT
IDEA
Supported Through: Registration Fees

Training Program
Nashville, Tennessee
Budget: $31,250; Date: October 19-22, 1981
Supporters: NT
IDEA
Supported Through: Registration Fees

Office of Neighborhood Conservation: The National Trust receives support for its neighborhood program form the New York Life Foundation, Pew Memorial Trust, International Paper Company Foundation, Ford Foundation and Bird Companies Charitable Foundation, Inc.

In fiscal year 1981, the National Trust offers two seven-day courses to provide representative of nonprofit organizations with an intensive study experienced in neighborhood conservation. Emphasis is placed on exploring techniques to help improve and revitalize neighborhoods while addressing the needs of low-income and minority residents and minimizing displacement.

The Conserve Neighborhood Short Course
Memphis, Tennessee
Budget: $15,000; Date: December 6-13, 1980

Sponsors: National Trust and Corporate/Foundation Sponsors
Office of Neighborhood Self-Help Development,
U.S. Department of Housing and Urban Development
Memphis Heritage, Inc.
Memphis Division of Housing and Community Development
Memphis Neighborhood Organizations.

The Conserve Neighborhood Short Course
Tucson, Arizona
Budget: $15,000; Date: July 11-18, 1981

Sponsors: National Trust and Corporate/Foundation Sponsors
Office of Neighborhood Self-Help Development,
U.S. Department of Housing and Urban Development

Williamsburg Seminar: Begun in 1959, the annual Williamsburg Seminar is a four-week training course for professionals in the principles and practices of historical administration. More than 300 of its graduates currently hold leadership positions in historical administration throughout the United States. The seminar explores all elements of historical administration: philosophy, finances, legal aspects, sources of income, internal organization, conservation of collections and community education.

22nd & 23rd Annual WIlliamburg Seminar on Historical Administration
Williamsburg, Virginia
Budget: $18,000 (approx.); Date: May-June 1980, 1981

Sponsors: National Trust
Colonial Williamsburg Foundation
American Association for State and Local History
American Association of Museums

Supporter: National Museum Act

Question: How much of the FY 1981 appropriation was used for consultants? Please furnish a precise list for the record. How much is budgeted for consultants in FY 1982?

Answer: $224,000 from the HPF grant was budgeted for consultant services in fiscal year 1981. The fiscal year 1982 consultant budget has not yet been determined. The following list is organized by program and activities eligible for HPF assistance. These generally are unique or one time services that do not justify the employment of additional staff.

$ 37,000	Legal Counsel
$ 30,000	Annual Independent Financial Auditors
$ 30,000	Annual Preservation Conference (Registration and Special Event Planning)
$ 14,000	Architects and Engineering Services (Properties)
$ 15,000	Professional Review of Personnel Policies and Benefits
$156,000	Writers, Editors, Photographer and Graphic Designer (Preservation Press and Communications Programs)
$ 10,000	Development of Public Service Communication Program

$ 9,000	Maritime Technical Advice
$ 10,000	Rural Development Demonstration
$ 5,000	Reporters for Transcripts
$112,000	Membership Communications
$ 20,000	Miscellaneous Seminar Consultants

$448,000 ($224,000 HPF)

Question: Of the overall $4.6 million requested, how much is requested for the management of properties owned by the Trust? Has there been any attempt to increase entry fees at these properties to raise additional funds and hold down Federally funded costs?

When were the current fees established, what are the current fees, and when was the last adjustment made to the fees? Please furnish a precise list for the record.

Answer: The National Trust estimates that it will spend $1,673,713 for operating expenses of ten properties, $390,877 for headquarters operating expenses, $550,000 on capital improvements by all properties, and $405,635 in support of operation of co-stewardship properties.

The National Trust plans to increase the admission fees at all the properties it manages in 1982 by about 25%; most properties last increased admission fees in 1980. The Trust anticipates receiving 45% more income in 1982 from admissions due to the increased fee and more effective promotion of visitation (an increase from $233,450 to $338,785).

Admissions income is only one source of private income to support the operation and maintenance of Trust properties. Each property is also expected to generate substantial private income from a variety of sources in fiscal year 1981, including endowments ($524,635), and rental agreements, special events and donations ($521,740). The Trust expects to increase these other sources of private income by 40% in 1982 (from $521,740 to $724,800, exclusive of endowments and admissions).

In fiscal year 1982, the National Trust expects private income to provide $1,692,970, or 56% of the total property program cost of $3,025,225.

The following is a list of Trust properties that includes current admission fees, and the date and amount of the last fee adjustment:

HISTORIC HOUSE MUSEUMS OF THE NATIONAL TRUST FOR HISTORIC PRESERVATION

Property	Fees	Yr. & Amt. of Increase
Chesterwood Stockbridge, MA	$2.50 (adults) $1.00 (students & seniors)	adult fee '80 - $.50
Cliveden Philadelphia, PA	$1.25 (adults) $ .50 (students & seniors	'72 - Property opened
Decatur House Washington, D.C.	$2.00 (adults) $1.00 (students & seniors)	'80 - $.50
Drayton Hall Charleston, SC	$3.00 (adults) $2.00 (students & seniors)	'78 - Property opened
Lyndhurst Tarrytown, NY	$3.00 (adults) $2.00 (students & seniors)	'80 - $.50
Shadows-on-the Teche New Iberia, LA	$2.00 (adults) $1.00 (students & seniors)	'76 - $.75
Woodlawn Plantation Mt. Vernon,VA	$2.50 (adults) $2.00 (seniors) $1.25 (students)	'80 - $.50
Woodrow Wilson House Washington, D.C.	$2.00 (adults) $1.00 (students & seniors)	'80 - $.50

Question: Of the overall $4.6 million requested, how much will be given to colleges and universities to help develop courses and curricula in historic preservation? Which universities and colleges received these grants? Were they institutions which previously had no program? What is the justification for keeping this as a separate program, and not combining it with other higher education programs in the Department of Education?

Answer: The Administration's fiscal year 1982 budget request for the National Trust is $4.7 million, the same allocation as in fiscal year 1981. It should be noted that the Trust does not manage Federally owned properties.

With respect to grants to educational institutions, the National Trust has not as yet developed usable fiscal year 1982 budget estimates. In fiscal year 1981, approximately one half of the recipients had received assistance from the National Trust in the past. Many of the Nation's prominent preservation programs, such as those at Columbia University, Cornell University, and the University of Virginia, have receive Trust assistance. Current assistance is intended to help establish new and innovative curricula. This is a cost effective way to benefit preservation education. Because this grant-in-aid programs is relatively small and specialized it is desirable to allow the Trust to continue to manage it.

The following is a list of colleges and universities which have received financial assistance in fiscal year 1981:

PRESERVATION EDUCATION GRANTS

Mount Vernon College
Washington, D.C.
$4,000

Financial assistance to develop a senior level course, "Seminar in Historic Preservation" within the Interior Design Program at the college. With this seminar, Mount Vernon faculty members seek to complete the course sequence in historic preservation currently offered at the college.

University of Florida
Gainesville, Florida
$3,560

Financial assistance to establish a center for educational and research projects in architectural preservation serving the Caribbean community.

Kansas State University
Manhattan, Kansas
$5,000

Financial assistance in conducting a week-long design project in a small Midwest town concentrating on preservation opportunities in the downtown area.

Cornell University
Ithaca, New York
$5,000

Financial assistance in operating and establishing a graduate-level course which will "bridge the gap" between the classes offered in the historic preservation and those in environmental planning.

National Council for Preservation Education (NCPE)
THRU: Middle Tennessee State University
Murfreesboro, Tennessee
$3,000

Middle Tennessee State University, on behalf of the National Council for Preservation Education, received financial assistance towards the development of membership for the Council, an administrative support function, a newsletter, a brochure, regional curriculum workshops and other programs of the Council. NCPE, created in 1978 is the only chartered nonprofit educational corporation that addresses itself exclusively and on a national basis to the preservation education movement.

Texas Tech University
Lubbock, Texas
$2,500

Financial assistance to develop historic preservation materials for the library.

University of Vermont, Burlington, Vermont
Columbia University, New York, New York
Boston University, Boston, Massachusetts

Financial assistance in planning a joint post-graduate institute to provide advanced supplementary training to alumni and other professionals in the preservation field.

Total assistance in fiscal year 1981: $26,462

Question: Were any of the funds appropriated in FY 1981 used for travel? If so, how much and please furnish a precise list for the record. Will any of the funds requested in FY 1982 be used for travel? If so, how much? What is your policy regarding first class travel by employees of the Trust? If allowed, are any Federal funds used for this purpose?

Answer: The 1981 travel budget is $560,000; for 1982 the Trust projects a 7% increase to $600,000. The Trust does not allow first class travel in its air travel policy, which is stated as follows:

> "Air travel shall be via less than first-class jet and train travel by coach. Any exceptions permitting flights via first-class at National Trust expense would be limited to occasions when less than first-class jet flights (1) are unavailable or (2) would result in scheduling problems causing costs to exceed the first-class fare. The traveler may elect to personally assume the cost differential between a higher fare chosen and the lower fare."

Land and Water Conservation Fund

Question: The Reagan budget amendments decimate programs in effect since 1965 under the Land and Water Conservation Fund. Frankly, I was keenly disappointed in this recommendation, for postponing land acquisition will only mean that we end up paying more in the long run since land costs are escalating at about 15 percent per year on average and at a much higher rate in certain parts of the country.

Under the Reagan amendments, Federal land acquisition will be limited to $45 million and large rescissions are proposed for FY 1981. The sketchy support materials we have received to date indicate that "Federal land acquisition will be limited to the amount necessary to close out current court awards, emergency land acquisition efforts and administration."

This does not provide funds for tentative commitments made to landowners in negotiations carried out in good faith by the Government and the landowners, some of which have been underway for years. For example, for seven years the Fish and Wildlife Service has been negotiating to buy, with owners consent, the core 600 acres for the Mississippi Sandhill Refuge. An agreement was reached on February 19, two days after the cut off date to avoid being caught in the rescission. In other words, the Administration 81-82 proposal, if adopted, would scrap seven years of hard work by all parties undertaken in good faith to reach an agreement.

How many such tentative commitments are being scrapped as as result of (1) the proposed FY 1981 rescission and (2) the FY 1982 budget request? Please provide a specific list, on an area-by-area basis, for the record, including the amount needed for each area.

Answer: For both the FY 1981 rescission and the FY 1982 Budget request the estimated tentative commitments that could be affected total about $117 million. The breakdown, by Agency, follows:

Table II

Land and Water Conservation Fund - Federal Portion
Summary
FY 1981 Commitments ($ in thousands)

Mgmt. Unit	Offers approved by Agency or Congressional oversight but not returned to owner for final consummation			Written offer accepted by agency and sent forward for congressional oversight			Written offer submitted by owner being reviewed by agency			Written offer presented to owner not returned to agency		
	$	tracts	Acres	$	tracts	Acres	$	tracts	Acres	$	tracts	Acres
NPS	-	-	-	-	-	-	31,219	38	1,497	36,735	747	29,712
FS	5,753	73	12,493	6,789	50	7,009	456	9	1,556	1,702	36	1,271
FWS	2,340	13	2,692	465	2	55	356	8	847	28,374	238	38,471
BLM	-	-	-	-	-	-	-	-	-	49	7	126
Pinelands	NR-	-	-	-	-	-	2,950	-	7,300	-	-	-
Total	8,093	86	15,185	7,254	52	7,064	34,981	55	11,200	66,860	1,028	69,580

Table II

Land and Water Conservation Fund - Federal Portion
Bureau/Service National Park Service
FY 1981 Commitments ($ in thousands)

Management Unit	Written offer submitted by owner being reviewed by agency			Written offer presented to owner not returned to agency		
	$	Tracts	Acres	$	Tracts	Acres
Allegheny Portage RR NHS	152	4	56.65	307	6	101.14
Appalachian NST	-	-	-	3,271	129	5974.37
Big Cypress N. Pres.	-	-	-	1,565	49	2341.00
Big Thicket N. Pres.	-	-	-	5,364	95	5970.49
Buffalo NR	173	1	112.31	264	5	407.04
C & O Canal NHP	19	1	8.36	30	2	2.04
Chattahoochee River NRA	6,550	4	200.08	1,412	16	259.42
Chick-Chatt NMP	-	-	-	-	-	-
Corunado NM	-	-	-	89	2	2.00
Cuyahoga Valley NRA	233	2	48.81	4,028	45	1177.65
Delaware Water Gap NRA	358	1	114.77	585	6	150.53
Fire Island NS	-	-	-	309	2	3.24
Fort Caroline N. Mem.	-	-	-	48	1	5.03
Golden Gate NRA	-	-	-	512	1	2.15
Indiana Dunes NL	81	2	0.81	1,368	26	20.26
Jean Lafitte NHP & Pres.	520	6	8.61	2,709	4	2896.34
John Day Fossil Beds NM	-	-	-	40	1	293.24
Kings Canyon NP	-	-	-	166	3	1.08
Klondike Gold Rush NHP	-	-	-	6	1	.03
Lake Clark NP & Pres.	-	-	-	-	-	-
Lowell NHP	-	-	-	194	2	3.28
Lower St. Croix NSR	3,000 1/	Unk	Unk	1,327	53	1142.06
Martin Luther King, Jr., NHS	-	-	-	38	1	0.24
Monocacy NB	-	-	-	2,515	4	711.47
New River Gorge NR	-	-	-	32	1	54.00
North Cascades NP	-	-	-	188	9	302.99
Obed WSR	-	-	-	970	41	2008.80
Olympic NP (Expansion Area)	-	-	-	659	6	139.48
Point Reyes NS	-	-	-	1,010	3	262.25
Saint Croix NSR	-	-	-	1,079	91	2034.00
Santa Monica Mtns. NRA	250	2	81.60	-	-	-
Sequoia NP	-	-	-	263	10	42.89
Voyageurs NP	600	8	363.75	3,039	72	2275.00
Virgin Islands NP	-	-	-	245	4	3.87
OPTION CONTRACTS						
Chattahoochee River NRA	14,950	1	354.67	-	-	-
Virgin Islands NP	3,905	1	114.24	-	-	-
Inholdings	428	5	32.08	3,103	56	1124.14
GRAND TOTALS	31,219	38	1496.74	36,735	747	29711.52

1/ Estimated amount required to pay additional amounts that result from renegotiation of previously acquired tracts where local zoning had been considered in the payment of just compensation.

Table II

Land and Water Conservation Fund - Federal Portion
Bureau/Service Forest Service
FY 1981 Commitments ($ in thousands)

Mgmt. Unit	Offers approved by Agency or Congressional oversight but not returned to owner for final consumation			Written offer accepted by agency and not sent forward for congressional oversight			Written offer submitted by owner being reviewed by agency			Written offer presented to owner not returned to agency		
	$	tracts	Acres	$	tracts	Acres	$	tracts	Acres	$	tracts	Acres
Composites	5,290	34	11,470 2/	4,442	34	6,192						
Inholdings				490	5	428						
Appal. Trail	142	7	221	183	1	135				61	6	69 1/
Wilderness Other	45	1	60	456	1	68						
[illegible]				853	6	114						
Alpine Lakes	57	4	128									
Arapaho [illegible]				245	2	6						
Mt. Rogers NRA	5	1	8									
Cascade Head												

1/ Recommended Declarations of Taking being reviewed.
2/ Includes Sandwich Notch

Table II

Land and Water Conservation Fund - Federal Portion
Bureau/Service Forest Service
FY 1981 Commitments ($ in thousands)

Mgmt. Unit	Offers approved by Agency or Congressional oversight but not returned to owner for final consummation			Written offer accepted by agency and not sent forward for congressional oversight			Written offer submitted by owner being reviewed by agency			Written offer presented to owner not returned to agency		
	$	tracts	Acres	$	tracts	Acres	$	tracts	Acres	$	tracts	Acres
SK-SR NRA	214	6	606	120	1	66				118	3	55 1/
N.F. Clearwater WASR							92	7	36	79 69	11 5	28 146 1/
Flathead WASR										1,311 64	10 1	967 6 1/
Endangered Species							364	2	1,520			
GRAND TOTAL	$5,753	73	12,493	6,789	50	7,009	456	9	1,556	1,702	36	1,271

1/ Recommended Declarations of Taking being reviewed.

Table II

Land and Water Conservation Fund - Federal Portion
Bureau/Service Fish and Wildlife
FY 1981 Commitments ($ in thousands)

Management Unit	Offers approved by Agency of Congressional oversight but not returned to owner for final consumation			Written offer accepted by agency and sent forward for Congressional oversight			Written offer submitted by owner being reviewed by agency			Written offer presented by owner no returned to agency		
	$	Tracts	Acres	$	Tracts	Acres	$	Tracts	Acres	$	Tracts	Acres
Blunt-nosed Lep. Liz.	160	1	160							46	1	43
Hawaiian Waterbirds	7	2	1							4,492	3	489
San Francisico Bay										400	15	366
Brandon Marsh												
Elkhorn Slough										441	1	315
Bear Valley												
Hart Mountain	3	1	40				3	1	40	217	46	3,490
Rio Grande Valley										1,245	19	1,763
Attwater Prairie Ch.										389	1	377
Whooping Crane												
Yaqui Topminnow												
Sevilleta							153	5	804			
Kirtlands Warbler										36	2	80
Minnesota Valley										5,500	46	2,800
Michigan Islands												
Mark Twain												
Fox River										88	4	221
MS Sandhill Crane	945	1	645							2,323	11	1,516
Indiana Bat										28	1	80
American Crocodile										686	2	298
Key Deer	552	3	237							539	7	186
Bogue Chitto	275	1	1,134									
Bon Secour												
Lower Suwannee				165	1	1				4,719	4	18,055
Cedar Keys										45	1	3

Table II

Land and Water Conservation Fund - Federal Portion
Bureau/Service Fish and Wildlife
FY 1981 Commitments ($ in thousands)

Management Unit	Offers approved by Agency of Congressional oversight but not returned to owner for final consumation			Written offer accepted by agency and sent forward for Congressional oversight			Written offer submitted by owner being reviewed by agency			Written offer presented by owner no returned to agency		
	$	Tracts	Acres	$	Tracts	Acres	$	Tracts	Acres	$	Tracts	Acres
Harris Neck							200	2	3			
Chassahowitzka				300	1	54				415	12	633
Pine Is/Matlacha Pass										258	4	276
J.N. Ding Darling										31	12	25
Tensas River												
Leatherback Sea Turtle												
Anderson-Tully												
Great White Heron										248	5	159
Banks Lake												
Holland Bototms												
Plymouth Red-bellied Turtle												
Wertheim												
Leetown												
Tinicum										2,104	8	219
Great Swamp										1,338	19	287
Great Meadows										200	3	268
Great Dismal Swamp	398	4	475							2,586	11	6,522
TOTALS	2,340	13	2,692	465	2	55	356	8	847	28,374	238	38,471

Table II

Land and Water Conservation Fund - Federal Acquisition
Bureau XXXXXX Land Management
FY 1981 Commitments ($ in thousands)

Mgmt. Unit	Offers approved by Agency or Congressional oversight but not returned to owner for final consummation			Written offer accepted by agency, and sent forward for congressional oversight			Written offer submitted by owner being reviewed by agency			Written offer presented to owner not returned to agency		
	$	tracts	Acres	$	tracts	Acres	$	tracts	Acres	$	tracts	Acres
Rogue Wild and Scenic River										17,000	6	5.90
Case Mountain										31,800	1	120
Jarvie/Campbell												
Total										48,800	7	125.9

Table II

Land and Water Conservation Fund - Federal Portion

Bureau/Service HCRS
FY 1981 Commitments ($ in thousands)

Mgmt. Unit	Offers approved by Agency or Congressional oversight but not returned to owner for final consummation			Written offer accepted by agency and sent forward for congressional oversight			Written offer submitted by owner being reviewed by agency			Written offer presented to owner not returned to agency		
	$	tracts	Acres	$	tracts	Acres	$	tracts	Acres	$	tracts	Acres
Pinelands		0			0		$2,950(1)		7,300		0	

(1) grant request submitted by the State of New Jersey (the State has spent approximately $135,000 for appraisals and title search, and have made an offer on one property.

Question: Of the land scheduled for acquisition in FY 1981 and in FY 1982 which will not be able to be acquired under your proposal, how much do you believe will be added to the costs by postponing acquisition for one or two years? Please provide a specific list for the record.

Answer: Generally price escalation is running around 15 percent for the past several years for general farm land and has been as high as 30 percent in some of the urban areas. It is difficult to assess by area the results of price escalation for one to two years in the future. We have reports from the Economics, Statistics, and Cooperative Service of the U. S. Department of Agriculture which indicate a drastic reduction in the recent price escalation for farm land down to 9.3 percent. Total effect of price escalation on the $105 million proposed for rescission in 1981 and the $282 million reduction from the January submission of the 1982 budget could run from $40 to 65 million.

Question: What is the total amount of the backlogged Federal acquisitions which have been authorized but not funded? Please provide a list, by Service, for the record. Do you currently have plans to review this list? Do you plan to send up any recommendations to change this list--that is, to deauthorize areas, or to redraw boundaries? If so, when? Do you plan to consult the Congress and the public in this process?

Answer: The total backlog of currently authorized claims against the Land and Water Conservation Fund is approximately $3 billion. The Administration does plan to review all of these claims against the fund to determine the relative importance of those areas in need of Federal protection to establish which areas could be equally protected by State, local or private agencies. We do not have any plans or list at this time for areas to be deauthorized of modified. We will certainly consult with Congress and the public in this process. The details of the authorized claims against the Federal portion of the Land and Water Conservation Fund are as listed on the attached five year plans.

Land and Water Conservation Fund
Claims Against the Fund for Authorized Areas [1]
($ in Millions)

Agency	Specific	General	Total
NPS			
Authorized Areas	$ 647.50		
Inholdings	-	152.4	152.4
Deficiencies	-	75.8	75.8
Preauthorization	-	3.2	3.2
Slippage	2.1		
Subtotal, NPS	649.6	231.4	881.0
FS			
Authorized Areas	86.4	44.2	130.6
Wilderness	41.7	86.3	128.0
Composites		1,340.1	1,340.1
Endangered Species		9.7	9.7
Wildlife Habitat Management		20.0	20.0
Deficiencies			
Inholdings		12.0	12.0
Subtotal, FS	128.1	1,512.3	1,640.4
FWS			
Authorized Areas	95.2		95.2
Endangered Species		180.0	180.0
Additions to Recreation Areas		32.5	32.5
Resource Conservation Areas		64.8	64.8
Contingencies		5.3	5.3
Deficiencies		5.5	5.5
Inholdings		2.0	2.0
Subtotal, FWS	95.2	290.1	385.3
BLM			
Authorized Areas	17.6	-	17.6
Recreation Additions	-	2.1	2.1
Composites	-	.7	.7
Subtotal, BLM	17.6	2.8	20.4
GRAND TOTAL	$ 890.5	$2,036.6	$2,927.1

---

[1] Based on the FY 1982 Five Year Acquisition Plans submitted by the agencies. Claims include all areas requiring funding subsequent to FY 1981 appropriations.

NATIONAL PARK SERVICE
LAND AND WATER CONSERVATION FUND
5-YEAR LAND ACQUISITION PLAN
($000)

January 15, 1981

Area	Program Through FY 1980	FY 1981 Program	Remaining Investment Required	FY 1982 Program	Remaining Investment Required	FY 1983 Program	Remaining Investment Required	FY 1984 Program	Remaining Investment Required	FY 1985 Program	Remaining Investment Required	FY 1986 Program	Remaining Investment Required
Inholdings	122,821	- -	152,424 (57,002)	6,000 (3,180)	146,424 (53,822)	8,000 (2,940)	138,424 (50,882)	8,000 (2,940)	130,424 (47,942)	8,000 (2,940)	122,424 (45,002)	8,000 (2,940)	114,424 (42,062)
Deficiencies	24,540	2,500	75,840	5,000	70,840	8,000	62,840	8,000	54,840	10,000	44,840	10,000	34,840
Preauthorization	600	-	3,200	100	3,100	100	3,000	100	2,900	100	2,800	100	2,700
Alaska Areas	1/	-	-	-	-	-	-	-	-	-	-	-	-
Allegheny Portage RR NHS	2,875	- -	313 (169)	500 4/ (169)	- -	- -	- -	- -	- -	- -	-	-	-
Antietam NB	500	- -	5,500 (1,898)	500 (514)	5,000 (1,384)	500 (138)	4,500 (1,246)	1,000 (277)	3,500 (969)	3,500 (969)	- -	- -	- -
Appalachian NST	31,800	8,500 (10,036)	54,700 (164,279)	20,000 (10,959)	34,700 (153,320)	20,000 (92,165)	14,700 (61,155)	14,700 (61,155)	- -	- -	- -	- -	- -
Bent's Old Fort NHS	339	- -	503 (651)	- -	503 (651)	- -	503 (651)	503 (651)	- -	- -	- -	- -	- -
Big Cypress N. Pres.	136,000	5,171 (5,286)	15,529 (3,974)	12,300 2/ -	3,229 (3,974)	3,229 2/ (3,974)	- -	- -	- -	- -	- -	- -	- -
Big Bend NP	- 3/	- -	1,500 (21,250)	- -	1,500 (21,250)	- -	1,500 (21,250)	1,500 (21,250)	- -	- -	- -	- -	- -
Bighorn Canyon NRA	1,480	- -	239 (88)	-	239 (88)	- -	239 (88)	239 (88)	- -	- -	- -	- -	- -
Big Thicket N. Pres.	70,917	3,000 (3,256)	8,000 3/ (4,757)	8,000 3/ (2,550)	Unknown (2,207)	6,380 (1,354)	Unknown (853)	4,020 (853)	- -	- -	- -	- -	- -
Biscayne NP	26,750	- -	10,100 (833)	5,000 (46)	5,100 (787)	5,100 (787)	- -	- -	- -	- -	- -	- -	- -
Buffalo N. River	37,421	1,527 (1,555)	6,500 4/ (2,087)	2,200 4/ (2,087)	4,300 4/ N/A	4,300 4/ N/A	- -	- -	- -	- -	- -	- -	- -
Cape Cod NS	33,936	- -	5,000 4/ (165)	2,000 4/ (94)	3,000 4/ (71)	3,000 4/ (71)	- -	- -	- -	- -	- -	- -	- -
Capitol Reef NP	1,725	- -	448 (208)	- -	448 (208)	- -	448 (208)	448 (208)	- -	- -	- -	- -	- -
Chaco Culture NHP	-	- -	11,000 (8,771)	- -	11,000 (8,771)	2,000 (1,594)	9,000 (7,177)	4,500 (3,588)	4,500 (3,589)	4,500 (3,589)	- -	- -	- -
Channel Islands NP	-	- -	30,100 (59,057)	4,000 (6,264)	26,100 (52,793)	- -	26,100 (52,793)	26,100 (52,793)	- -	- -	- -	- -	- -
Chattahoochee River NRA	53,000	- -	19,900 (2,185)	19,900 (598)	Unknown (1,587)	- -	Unknown (1,587)	- -	Unknown (1,587)	- -	Unknown (1,587)	- -	Unknown (1,587)
C & O Canal NHP	22,766	500 (427)	7,177 (1,036)	2,000 (456)	5,177 (580)	2,000 (224)	3,177 (356)	3,177 (356)	- -	- -	- -	- -	- -
Chick. & Chatt. NMP	3/	- -	304 (1)	304 (1)	- -	- -	- -	- -	- -	- -	- -	- -	- -
Congaree Swamp NM	35,500	- -	15,000 N/A	15,000 N/A 3/	- -	- -	- -	- -	- -	- -	- -	- -	- -
Coronado N. Mem.	1,403	- -	1,475 (558)	- -	1,475 (558)	1,475 (558)	- -	- -	- -	- -	- -	- -	- -
Cumberland Island NS	18,065	-3,500 -	14,500 (2,723)	11,000 (1,300)	3,500 (1,423)	3,500 (1,423)	- -	- -	- -	- -	- -	- -	- -
Cuyahoga Valley NRA	62,218	7,000 (1,189)	6,000 4/ (6,149)	8,000 4/ (3,702)	Unknown (2,447)	7,000 4/ (490)	Unknown (1,957)	7,000 4/ (490)	Unknown (1,467)	7,000 4/ (490)	Unknown (977)	7,000 4/ (490)	Unknown (487)
Delaware Water Gap NRA	67,993	1,000 (560)	23,700 (7,854)	2,500 (2,110)	21,200 (5,744)	5,000 (1,355)	16,200 (4,389)	16,200 (4,389)	- -	- -	- -	- -	- -
Ebey's Landing NHR	-	2,400 (300)	2,100 (450)	2,100 (186)	Unknown (264)	- -	Unknown (264)	- -	Unknown (264)	- -	Unknown (264)	-	Unknown (264)

NATIONAL PARK SERVICE
LAND AND WATER CONSERVATION FUND
5-YEAR LAND ACQUISITION PLAN
($000)

Area	Program Through FY 1980	FY 1981 Program	Remaining Investment Required	FY 1982 Program	Remaining Investment Required	FY 1983 Program	Remaining Investment Required	FY 1984 Program	Remaining Investment Required	FY 1985 Program	Remaining Investment Required	FY 1986 Program	Remaining Investment Required
Fire Island NS	19,764	500 (6)	2,736 (137)	500 (6)	2,236 (131)	500 (29)	1,736 (102)	500 (29)	1,236 (73)	500 (29)	736 (44)	736 (44)	- -
Fort Caroline N. Mem.	148	- -	22 (1)	- -	22 (1)	22 (1)	- -	- -	- -	- -	- -	- -	- -
Fort Laramie NHS	247	- -	362 (6)	- -	362 (6)	362 (6)	- -	- -	- -	- -	- -	- -	- -
Fort Sumter NM	-	- -	383 (3)	383 (3)	- -	- -	- -	- -	- -	- -	- -	- -	- -
Georgia O'Keeffe NHS	-	40 (4)	- -	- -	- -	- -	- -	- -	- -	- -	- -	- -	- -
Golden Gate NRA	53,192	- -	23,918 (11,478)	4,800 (488)	19,118 (10,990)	5,000 (2,875)	14,118 (8,115)	10,000 (5,750)	4,118 (2,365)	4,118 (2,365)	- -	- -	- -
Golden Spike NHS	-	250 (535)	- -	- -	- -	- -	- -	- -	- -	- -	- -	- -	- -
Grant-Kohrs Ranch NHS	326	- -	774 (841)	- -	774 (841)	774 (841)	- -	- -	- -	- -	- -	- -	- -
Great Sand Dunes NM	- 3/	- -	265 (1,900)	- -	265 (1,900)	265 (1,900)	- -	- -	- -	- -	- -	- -	- -
Harpers Ferry NHP	2,250	- -	300 (475)	100 (18)	200 (457)	200 (457)	- -	- -	- -	- -	- -	- -	- -
Indiana Dunes NL	60,112	- -	3,820 (510)	- -	3,820 (510)	3,820 (510)	- -	- -	- -	- -	- -	- -	- -
James A. Garfield NHS	-	- -	205 (8)	- -	205 (8)	- -	205 (8)	205 (8)	- -	- -	- -	- -	- -
Jean Lafitte NHP & Pres.	7,889	1,390 (186)	40,611 (4,365)	4,622 (576)	35,989 (3,989)	5,000 (554)	30,989 (3,435)	20,000 (2,217)	10,989 (1,218)	10,989 (1,218)	- -	- -	- -
John Day Fossil Beds NM	1,096	- -	2,804 (1,260)	500 (558)	2,304 (702)	500 (152)	1,804 (550)	500 (152)	1,304 (398)	1,000 (304)	304 (94)	304 (94)	- -
Kaloko-Honokohau NHP	461	- -	60,000 3/ (621)	- -	60,000 3/ (621)	15,000 3/ (155)	45,000 3/ (466)	26,497 3/ (274)	18,503 3/ (192)	18,503 3/ (192)	- -	- -	- -
Lyndon B. Johnson NHS	10	- -	1,400 (1,242)	- -	1,400 (1,242)	- -	1,400 (1,242)	1,400 (1,242)	- -	- -	- -	- -	- -
Lower St. Croix NSR	15,450	- -	3,300 (420)	3,000 N/A 3/	300 (420)	300 (420)	- -	- -	- -	- -	- -	- -	- -
Manassas NBP	- 3/	- -	8,700 (1,493)	2,000 (300)	6,700 (1,193)	4,000 (712)	2,700 (481)	2,700 (481)	- -	- -	- -	- -	- -
Martin Luther King, Jr., NHS	100	- -	3,400 (23)	500 (3)	2,900 (20)	1,000 (7)	1,900 (13)	1,900 (13)	- -	- -	- -	- -	- -
Monocacy NB	3,408	- -	4,342 (546)	2,000 (337)	2,342 (209)	2,342 (209)	- -	- -	- -	- -	- -	- -	- -
Mound City Group NM	-	- -	1,000 (150)	- -	1,000 (150)	- -	1,000 (150)	1,000 (150)	- -	- -	- -	- -	- -
New River Gorge NR	2,585	1,500 (4,200)	18,918 (52,493)	8,240 (14,429)	10,678 (38,064)	8,000 (28,571)	2,678 (9,493)	2,678 (9,493)	- -	- -	- -	- -	- -
Olympic NP	13,000	- -	10,700 (1,354)	10,700 (1,354)	- -	- -	- -	- -	- -	- -	- -	- -	- -
Padre Island NS	5,016	- -	334 (275)	- -	334 (275)	- -	334 (275)	334 (275)	- -	- -	- -	- -	- -
Palo Alto Battlefield NHS	-	- -	3,000 (50)	- -	3,000 (50)	- -	3,000 (50)	1,500 (25)	1,500 (25)	1,500 (25)	- -	- -	- -
Petersburg NB	650	- -	1,550 (7)	- -	1,550 (7)	1,550 (7)	- -	- -	- -	- -	- -	- -	- -

NATIONAL PARK SERVICE
LAND AND WATER CONSERVATION FUND
5-YEAR LAND ACQUISITION PLAN
($000)

Area	Program Through FY 1980	FY 1981 Program	Remaining Investment Required	FY 1982 Program	Remaining Investment Required	FY 1983 Program	Remaining Investment Required	FY 1984 Program	Remaining Investment Required	FY 1985 Program	Remaining Investment Required	FY 1986 Program	Remaining Investment Required
Point Reyes NS	56,824	- -	5,676 (1,525)	2,839 (830)	2,837 (695)	2,837 (695)	- -	- -	- -	- -	- -	- -	- -
Redwood NP	303,000	30,000 -	29,000 1/ (1,513)	8,000 1/ (1,513)	21,000 1/ -	8,000 1/ -	13,000 1/ -	13,000 1/ -	- -	- -	- -	- -	- -
Rio Grande WSR	-	- -	1,650 (7,450)	500 (1,504)	1,150 (5,946)	1,150 (5,946)	- -	- -	- -	- -	- -	- -	- -
Rocky Mountain NP	2,412	- -	10,037 (1,576)	- -	10,037 (1,576)	1,000 (157)	9,037 (1,419)	9,037 (1,419)	- -	- -	- -	- -	- -
St. Croix NSR	14,153	500 (437)	7,116 (4,369)	1,000 (946)	6,116 (3,423)	3,000 (1,679)	3,116 (1,744)	3,116 (1,744)	- -	- -	- -	- -	- -
Saguaro NM	1,838	- -	282 (160)	- -	282 (160)	- -	282 (160)	282 (160)	- -	- -	- -	- -	- -
Salinas NM	-	- -	1,140 (414)	- -	1,140 (414)	- -	1,140 (414)	1,140 (414)	- -	- -	- -	- -	- -
San Antonio Missions NHP	-	- -	10,000 (480)	1,400 (24)	8,600 (456)	5,000 (265)	3,600 (191)	3,600 (191)	- -	- -	- -	- -	- -
Santa Monica Mtns. NRA	30,205	15,908 (1,742)	78,086 (24,143)	36,685 (3,896)	42,201 (20,247)	34,506 (16,558)	7,695 (3,689)	7,695 (3,689)	- -	- -	- -	- -	- -
Saratoga NHP	- 5/	- -	74 (147)	- -	74 (147)	- -	74 (147)	74 (147)	- -	- -	- -	- -	- -
Sequoia NP (Mineral King)	735	- -	4,615 (640)	1,200 (181)	3,415 (459)	3,415 (459)	- -	- -	- -	- -	- -	- -	- -
Theodore Roosevelt NP	- 5/	- -	83 (147)	- -	83 (147)	- -	83 (147)	83 (147)	- -	- -	- -	- -	- -
Tuzigoot NM	-	- -	1,350 (751)	- -	1,350 (751)	- -	1,350 (751)	1,350 (751)	- -	- -	- -	- -	- -
Upper Delaware SRR	200	- -	800 (1,447)	600 (120)	200 (1,327)	200 (1,327)	- -	- -	- -	- -	- -	- -	- -
Valley Forge NHP	4,977	- -	8,918 (706)	4,000 (251)	4,918 (455)	4,918 (455)	- -	- -	- -	- -	- -	- -	- -
Virgin Islands NP	8,750	- -	9,350 (1,954)	4,700 (254)	4,650 (1,700)	4,650 (1,700)	- -	- -	- -	- -	- -	- -	- -
Voyageurs NP	29,896	2,000 -	29,828 (424)	7,000 N/A 3/	22,828 (424)	7,000 (130)	15,828 (294)	15,828 (294)	- -	- -	- -	- -	- -
War in the Pacific NHP	600	- -	15,400 (239)	2,000 (95)	13,400 (144)	10,000 (107)	3,400 (37)	3,400 (37)	- -	- -	- -	- -	- -
Wind Cave NP	2,500	- -	224 (228)	- -	224 (228)	- -	224 (228)	224 (228)	- -	- -	- -	- -	- -
Women's Rights NHP	-	- -	490 (2)	- -	490 (2)	- -	490 (2)	490 (2)	- -	- -	- -	- -	- -
Slippage	-	-2,085 (-2,050)	2,085 (2,050)	- -	2,085 (2,050)	2,085 (2,050)	- -	- -	- -	- -	- -	- -	- -
Subtotal	1,396,443	80,211 (27,609)	880,900 (476,360)	233,673 (61,900)	649,414 (414,466)	215,980 (176,097)	446,814 (238,459)	224,020 (178,370)	233,814 (60,089)	69,710 (12,121)	171,104 (47,968)	26,140 (3,568)	151,964 (44,400)
Santa Monica (State Grants)	4,895	- -	25,105 (8,821)	- -	25,105 (8,821)	14,020 (4,926)	11,085 (3,895)	5,980 (2,100)	5,105 (1,795)	5,105 (1,755)	- -	- -	- -
Total	1,401,338	80,211 (27,609)	906,005 (485,181)	233,673 (61,900)	674,519 (423,287)	230,000 (180,933)	457,899 (242,354)	230,000 (180,470)	238,919 (61,884)	74,815 (13,916)	171,104 (47,968)	26,140 (3,568)	151,964 (44,400)

1/ Total needs unknown.
2/ Funds required to pay deficiencies or condemnations.
3/ Requires legislation for ceiling increase.
4/ Overceiling P.L. 95-42 authority.
5/ Included within inholding.

TABLE I
FOREST SERVICE
LAND AND WATER CONSERVATION FUND
FIVE-YEAR ACQUISITION PLAN
$000
(ACRES)
AUTHORIZED AREAS

Management Area	Program Thru FY 1980	1981 Program	Remaining Investment Required	1982 Program	Remaining Investment Required	1983 Program	Remaining Investment Required	1984 Program	Remaining Investment Required	1985 Program	Remaining Investment Required	1986 Program	Remaining Investment Required
NATIONAL RECREATION AREAS													
Arapaho	-0-	-0-	8970 (9070)	3000 (300)	5970 (8770)	2000 (1550)	3970 (7220)	3970 (7220)	***				
Flaming Gorge *	2830 (1976)	-0-	7885 (8447)	-0-	7885 (8447)	-0-	7885 (8447)	-0-	7885 (8447)	-0-	7885 (8447)	-0-	7885 (8447)
Hells Canyon *	10,000 (10,750)	-0-	3150 (3350)	-0-	3150 (3350)	-0-	3150 (3350)	-0-	3150 (3350)	-0-	3150 (3350)	-0-	3150 (3350)
Mt. Rogers	17,168 (27,173)	500 (466)	11,350 (11,100)	980 (1000)	10,370 (10,100)	1980 (2000)	8390 (8100)	2520 (2400)	5870 (5700)	3000 (2900)	2870 (2800)	2870 (2800)	-0-
Sawtooth *	32,188 (14,150)	3936 (3000)	7630 (4494)	6949 (3336)	681 (1158)	681 (1158)	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Spruce Knob-Seneca Rocks *	9272 (9632)	250 (278)	16,155 (34,233)	1050 (1167)	15,105 (33,066)	1800 (2000)	13,305 (31,066)	2900 (6100)	10,405 (24,966)	3000 (6300)	7405 (18,666)	3000 (6300)	4405 (12,366)
Oregon Dunes	5750 (6906)	-0-	-0-	-0-	-0-	-0-							
Whiskeytown-Shasta-Trinity *	7169 (18,410)	-0-	544 (500)	200 (200)	344 (300)	200 (200)	144 (100)	144 (100)	-0-				
CASCADE HEAD SRA	4016 (2175)	-0-	1000 (313)	801 (263)	199 (50)	199 (50)	-0-	-0-	-0-				

TABLE I
FOREST SERVICE
LAND AND WATER CONSERVATION FUND
FIVE-YEAR ACQUISITION PLAN

$000
(ACRES)
AUTHORIZED AREAS

Management Area	Program Thru FY 1980	1981 Program	Remaining Investment Required	1982 Program	Remaining Investment Required	1983 Program	Remaining Investment Required	1984 Program	Remaining Investment Required	1985 Program	Remaining Investment Required	1986 Program	Remaining Investment Required
ENDANGERED SPECIES	-0-	330 (827)	9670 (11,373)	405 (520)	9265 (10,853)	405 (520)	8860 (10,333)	595 (780)	8265 (9553)	700 (900)	7565 (8653)	1300 (1600)	6265 (7053)
WILDLIFE HABITAT MANAGEMENT	-0-	-0-	20,000 (30,000)	1052 (2477)	18,948 (27,523)	1948 (2823)	17,000 (24,700)	2000 (2900)	15,000 (21,800)	3000 (4300)	12,000 (17,500)	3000 (4300)	9000 (13,200)
NATIONAL WILD & SCENIC RIVERS													
Feather	3935.7 (4400)	-0-	***										
Middle Fork Clearwater *	3409.8 (4480)	-0-	***										
Flathead	6719 (1000)	-0-	***										
Middle Fork Salmon *	1337.1 (115)	-0-	***										
North Fork American	-0-	-0-	850 (848)	850 (243)	-0-								
Eleven Point *	4906.5 (6999)	-0-	2500 (1540)	2500 (1540)	-0-								

TABLE I
FOREST SERVICE
LAND AND WATER CONSERVATION FUND
FIVE-YEAR ACQUISITION PLAN
$000
(ACRES)
AUTHORIZED AREAS

Management Area	Program Thru FY 1980	1981 Program	Remaining Investment Required	1982 Program	Remaining Investment Required	1983 Program	Remaining Investment Required	1984 Program	Remaining Investment Required	1985 Program	Remaining Investment Required	1986 Program	Remaining Investment Required
Rogue *	4047.9 (3297)	-0-	303 (150)	303 (150)	-0-								
Skagit	-0-	-0-	11,734 (5078)	-0-	11,734 (5078)	450 (228)	11,284 (4850)	2284 (1050)	9,000 (3800)	3000 (1300)	6,000 (2500)	3000 (1250)	3,000 (1250)
Chattooga *	2000 (2136)	-0-	1000 (300)	300 (240)	700 (60)	700 (60)	-0-						
Pere Marquette	-0-	-0-	8125 (9500)	-0-	8125 (9500)	597 (670)	7528 (8830)	1528 (1930)	6000 (6900)	2000 (2300)	4000 (4600)	4000 (4600)	-0-
NATIONAL TRAILS													
Appalachian	3032 (85 mi)	2000 (6474)	5000 (6704)	2179 (3352)	2821 (3352)	2821 (3352)	-0-						
Pacific Crest	13 (67 mi)	-0-	***										
NATIONAL FOREST COMPOSITES	239,667 (1,074,500)	29,900 (69,760)	1,340,100 (1,358,595)	14,000 (16,427)	1,326,100 (1,342,168)	63,865 (77,771)	1,262,235 (1,264,397)	40,907 (42,229)	1,221,328 (1,222,168)	55,475 (56,700)	1,165,853 (1,165,468)	54,450 (55,600)	1,111,403 (1,109,868)

TABLE I
FOREST SERVICE
LAND AND WATER CONSERVATION FUND
FIVE-YEAR ACQUISITION PLAN
$000
(ACRES)
AUTHORIZED AREAS

Management Area	Program Thru FY 1980	1981 Program	Remaining Investment Required	1982 Program	Remaining Investment Required	1583 Program	Remaining Investment Required	1984 Program	Remaining Investment Required	1985 Program	Remaining Investment Required	1986 Program	Remaining Investment Required
WILDERNESS													
Alpine Lakes *	14,800 (9860)	-0-	36,700 (27,394)	-0-	36,700 (27,394)	-0-	36,700 (27,394)	10,200 (7300)	26,500 (19,894)	12,000 (9000)	14,500 (10,894)	12,000 (9000)	2500 (1894)
BWCA	3000 (565)	3000 (165)	5000 (250)	2500 (167)	2500 (83)	2500 (83)	-0-						
Other *	18,205 (19,900)	500 (500)	86,300 (80,089)	4968 (7211)	81,332 (72,878)	2432 (1589)	78,900 (71,289)	3000 (2800)	75,900 (68,489)	4000 (4000)	71,900 (64,489)	4000 (4000)	67,900 (60,499)
DEFICIENCIES	-0-	-0-	12,000	2,000	10,000	-0-	10,000	1000	9,000	2000	7,000	2000	5,000
LAKE TAHOE	69,900 (35,800)	-0-	44,200 (26,870)	-0-	44,200 (26,870)	2500 (1240)	41,700 (25,630)	6700 (4130)	35,000 (21,500)	8000 (4900)	27,000 (16,600)	8000 (4900)	19,000 (11,700)
TOTAL	463,686 (1,141,641)	40,416 (81,470)	1,640,166 (1,629,593)	44,037 (38,593)	1,596,129 (1,591,000)	85,078 (95,294)	1,511,051 (1,495,705)	77,748 (79,139)	1,433,303 (1,416,567)	96,175 (92,600)	1,337,128 (1,323,967)	97,620 (94,350)	1,239,508 (1,229,617)

* Eligible for funding from the Special Account authorized by P.L. 95-42.

*** Additional authorization needed

TABLE I
U.S. FISH AND WILDLIFE SERVICE
LAND AND WATER CONSERVATION FUND
FIVE-YEAR ACQUISITION PLAN
$000
(ACRES)
RECENTLY AUTHORIZED AREAS

ST	Management Unit	Program Through FY 1980	1981 Prog.	Remain. Invest. Req.	1982 Prog.	Remain. Invest. Req.	1983 Prog.	Remain. Invest. Req.	1984 Prog.	Remain. Invest. Req.	1985 Prog.	Remain. Invest. Req.	1986 Prog.	Remain. Invest. Req.
AL	Bon Secour		5900 (1300)	17600 (8700)	3500 (600)	14100 (8100)	10500 (4000)	3600 (4100)	3600 (4100)					
CA	San Francisco Bay	10083		1700 (4260)	1700 (4260)									
FL	Chassahowitkza Wilderness	500	300 (560)											
LA/ MS	Bogue Chitto		6400 (17350)	6900 (23210)	2000 (6000)	4900 (17210)	4900 (17210)							
LA	Tensas			10000 (10000)	10000 (10000)									
MN	Minnesota Valley	6577	1723 (1013)	10600 (6235)	2200 (800)	8400 (5435)	4200 (3150)	4200 (2285)	4200 (2285)					
NC/ VA	Currituck Outer Banks	625		33700 (14356)		33700 (14356)	5000 (2500)	28700 (11856)	5000 (2300)	23700 (9556)	5000 (2000)	18700 (7556)	5000 (2000)	13700 (5556)
PA	Tinicum	9600		5800 (984)	1500 (219)	4300 (765)	1500 (296)	2800 (469)	2800 (469)					
VA/ NC	Great Dismal Swamp	13050	1000 (1500)	8810 (15350)	2100 (1200)	6710 (14150)	1500 (2900)	5210 (11250)	1500 (2800)	3710 (8450)	3710 (8450)			
	Subtotal	40435	15323 (21723)	95110 (83095)	23000 (23079)	72110 (60016)	27600 (30056)	44510 (29960)	17100 (11954)	27410 (18006)	8710 (10450)	18700 (7556)	5000 (2000)	13700 (5556)

TABLE I
U.S. FISH AND WILDLIFE SERVICE
LAND AND WATER CONSERVATION FUND
FIVE-YEAR ACQUISITION PLAN
$000
(ACRES)
AREAS AUTHORIZED BY THE RECREATIONAL USE ACT OF SEPTEMBER 28, 1962, as amended

ST	Management Unit	Program Through FY 1980	1981 Prog.	Remain. Invest. Req.	1982 Prog.	Remain. Invest. Req.	1983 Prog.	Remain. Invest. Req.	1984 Prog.	Remain. Invest. Req.	1985 Prog.	Remain. Invest. Req.	1986 Prog.	Remain. Invest. Req.
AZ	Cabeza Prieta			50 (1)		50 (1)	50 (1)							
AZ	Havasu	1600		150 (7417)		150 (7417)	150 (7417)							
AZ	Imperial			350 (566)		350 (566)		350 (566)	350 (566)					
AZ	Kofa			102 (1105)		102 (1105)	102 (1105)							
DE	Bombay Hook	66	184 (10)											
FL	Cedar Keys	905		800 (1400)		800 (1400)	150 (250)	650 (1150)	650 (1150)					
FL	Florida Keys	2055		500 (400)		500 (400)	500 (400)							
FL	J.N. "Ding" Darling	2009	116 (11)	1600 (150)		1600 (150)	1600 (150)							
FL	Pine Island	1265		1200 (850)		1200 (850)	518 (450)	682 (400)	682 (400)					
IL	Mark Twain	165		500 (800)		500 (800)	500 (800)							
MA	Great Meadows	675		2385 (728)		2385 (728)	1400 (500)	985 (228)	985 (228)					
ME	Cobscook Bay			200 (340)		200 (340)	200 (340)							
MI	Harbor Island			300 (750)		300 (750)	300 (750)							

TABLE I
U.S. FISH AND WILDLIFE SERVICE
LAND AND WATER CONSERVATION FUND
FIVE-YEAR ACQUISITION PLAN
$000
(ACRES)
AREAS AUTHORIZED BY THE RECREATIONAL USE ACT OF SEPTEMBER 28, 1962, as amended

ST	Management Unit	Program Through FY 1980	1981 Prog.	Remain. Invest. Req.	1982 Prog.	Remain. Invest. Req.	1983 Prog.	Remain. Invest. Req.	1984 Prog.	Remain. Invest. Req.	1985 Prog.	Remain. Invest. Req.	1986 Prog.	Remain. Invest. Req.
NJ	Great Swamp	3002		1500		1500	500	1000	500	500	500			
				(200)		(200)	(45)	(155)	(75)	(80)	(80)			
NM	San Andres			20		20	20							
				(2)		(2)	(2)							
NY	Wertheim	1200		4300		4300	1000	3300	1600	1700	1700			
				(635)		(635)	(83)	(552)	(276)	(276)	(276)			
OK	Tishomingo	100		150		150	150							
				(28)		(28)	(28)							
OK	Washita			702		702	702							
				(691)		(691)	(691)							
OR	Hart Mountain	635		300		300	300							
				(8000)		(8000)	(8000)							
RI	Trustom Pond			1300		1300	600	700	700					
				(330)		(330)	(160)	(170)	(170)					
TN	Irwin			50		50	50							
				(10)		(10)	(10)							
TX	Anahuac			25		25	25							
				(10)		(10)	(10)							
TX	Attwater Prairie Chicken			400		400	400							
				(270)		(270)	(270)							
TX	Brazoria			2500		2500		2500		2500	2500			
				(4100)		(4100)		(4100)		(4100)	(4100)			
TX	San Bernard	2240	400	2045		2045	1000	1045	1045					
			(700)	(3529)		(3529)	(1971)	(1558)	(1558)					
VA	Fisherman Island			400		400	400							
				(483)		(483)	(483)							
VA	Mason Neck	654		1225		1225	600	625	625					
				(355)		(355)	(175)	(180)	(180)					

TABLE I
U.S. FISH AND WILDLIFE SERVICE
LAND AND WATER CONSERVATION FUND
FIVE-YEAR ACQUISITION PLAN
$000
(ACRES)
AREAS AUTHORIZED BY THE RECREATIONAL USE ACT OF SEPTEMBER 28, 1962, as amended

ST	Management Unit	Program Through FY 1980	1981 Prog.	Remain. Invest. Req.	1982 Prog.	Remain. Invest. Req.	1983 Prog.	Remain. Invest. Req.	1984 Prog.	Remain. Invest. Req.	1985 Prog.	Remain. Invest. Req.	1986 Prog.	Remain. Invest. Req.
VA	Presquile			260 (30)		260 (30)	260 (30)							
WI	Upper Mississippi	1.5	2.0 (1)											
WV	Leetown	150		1000 (415)		1000 (415)	1000 (415)							
WY	National Elk	5172		8310 (1013)		8310 (1013)	5000 (400)	3310 (613)	3310 (613)					
	Subtotal	21894.5	702.0 (722)	32624 (34608)		32624 (34608)	17477 (24936)	15147 (9672)	10447 (5216)	4700 (4456)	4700 (4456)			

TABLE I
U.S. FISH AND WILDLIFE SERVICE
LAND AND WATER CONSERVATION FUND
FIVE-YEAR ACQUISITION PLAN
$000
(ACRES)
AREAS AUTHORIZED BY THE ENDANGERED SPECIES ACT OF 1973, as amended

ST	Management Unit	Program Through FY 1980	1981 Prog.	Remain. Invest. Req.	1982 Prog.	Remain. Invest. Req.	1983 Prog.	Remain. Invest. Req.	1984 Prog.	Remain. Invest. Req.	1985 Prog.	Remain. Invest. Req.	1986 Prog.	Remain. Invest. Req.
AL	Watercress Darter			100 (8)	100 (8)									
AK	Colville River			49200 (190000)		49200 (190000)	2100 (8000)	47100 (182000)	2600 (10000)	44500 (172000)	3100 (12000)	41400 (160000)	4400 (15000)	37000 (145000)
AZ	Yaqui Topminnow			850 (2440)	850 (2440)									
CA	Aleutian Canada Goose	500		6900 (7800)		6900 (7800)		6900 (7800)	4500 (3000)	2400 (4800)	2400 (4800)			
CA	Blunt Nosed Leopard Lizard		2300 (5000)	4800 (2900)	2600 (1700)	2200 (1200)	2200 (1200)							
CA	California Clapper Rail	919	144 (100)	2600 (2200)		2600 (2200)	1500 (1120)	1100 (1080)	1100 (1080)					
CA	California Condor	984	1282 (8500)	15500 (101700)	1199 (1400)	14301 (100300)	7750 (50825)	6551 (49475)	6551 (49475)					
CA	Light-footed Clapper Rail	570	7655 (300)	8500 (387)		8500 (387)	8500 (387)							
CA	California Least Tern			300 (600)		300 (600)		300 (600)	300 (600)					
CA	Lange's Metalmark Butterfly	2165		1000 (43)		1000 (43)	1000 (43)							
CA	Mission Blue and San Bruno Elfin Butterfly			3000 (300)		3000 (300)		3000 (300)		3000 (300)		3000 (300)	3000 (300)	
CA	Peregrine Falcon			1280 (1280)		1280 (1280)	330 (380)	950 (900)	475 (450)	475 (450)	475 (450)			
CA	Santa Cruz Salamander	626	74 (10)											
FL	American Crocodile	115	2400 (1590)	3400 (5010)	2100 (1200)	1300 (3810)	1300 (3810)							
FL	Dusky Seaside Sparrow	3820	574 (105)											

TABLE I
U.S. FISH AND WILDLIFE SERVICE
LAND AND WATER CONSERVATION FUND
FIVE-YEAR ACQUISITION PLAN
$000
(ACRES)
AREAS AUTHORIZED BY THE ENDANGERED SPECIES ACT OF 1973, as amended

ST	Management Unit	Program Through FY 1980	1981 Prog.	Remain. Invest. Req.	1982 Prog.	Remain. Invest. Req.	1983 Prog.	Remain. Invest. Req.	1984 Prog.	Remain. Invest. Req.	1985 Prog.	Remain. Invest. Req.	1986 Prog.	Remain. Invest. Req.
FL	West Indian Manatee			450 (46)	450 (46)									
FL	Florida Panther			16000 (52000)		16000 (52000)	1000 (3000)	15000 (49000)	1000 (3000)	14000 (46000)	1000 (3000)	13000 (43000)	1000 (3000)	12000 (40000)
FL	Key Deer	1798	2000 (1000)	2900 (3400)		2900 (3400)	1800 (3150)	1100 (250)	1100 (250)					
GA/ FL	Okefenokee	1448	52 (105)											
HI	Hawaiian Forest Birds			13900 (22000)		13900 (22000)	4000 (4000)	9900 (18000)		9900 (18000)		9900 (18000)		9900 (18000)
HI	Lumahai Valley			5000 (10000)		5000 (10000)		5000 (10000)		5000 (10000)	5000 (10000)			
MA	Plymouth Red-Bellied Turtle		220 (200)	2500 (2066)		2500 (2066)	800 (700)	1700 (1366)	800 (666)	900 (700)	900 (700)			
MI	Kirtland's Warbler	100		1100 (1520)	1100 (1520)									
MN	Peregrine Habitat			960 (560)		960 (560)		960 (560)		960 (560)		960 (560)		960 (560)
MO	Spring Cave Fish & Pug-Nosed Minnow			290 (195)		290 (195)	290 (195)							
MO/ AL	Indiana Bat	836	463 (925)	875 (1750)		875 (1750)	375 (955)	500 (795)	500 (795)					
MO	Bald Eagle			1200 (1500)		1200 (1500)	400 (500)	800 (1000)	400 (500)	400 (500)	400 (500)			
NV	Desert Dace			200 (40)		200 (40)	200 (40)							
NV	Moapa Dace	600	800 (53)	1200 (66)	850 (66)	350 (-)	350 (-)							

TABLE I
U.S. FISH AND WILDLIFE SERVICE
LAND AND WATER CONSERVATION FUND
FIVE-YEAR ACQUISITION PLAN
$000
(ACRES)
AREAS AUTHORIZED BY THE ENDANGERED SPECIES ACT OF 1973, as amended

ST	Management Unit	Program Through FY 1980	1981 Prog.	Remain. Invest. Req.	1982 Prog.	Remain. Invest. Req.	1983 Prog.	Remain. Invest. Req.	1984 Prog.	Remain. Invest. Req.	1985 Prog.	Remain. Invest. Req.	1986 Prog.	Remain. Invest. Req.
NV	Pahrump Killifish			700 (640)		700 (640)	700 (640)							
NV	Phahranagat Roundtail Chub			200 (40)		200 (40)	200 (40)							
NY	Long Island Pine Barrens			11000 (22238)		11000 (22238)		11000 (22238)		11000 (22238)		11000 (22238)		11000 (22238)
OR	Speckled Dace			2000 (2000)		2000 (2000)	2000 (2000)							
OR	Tui Chub			200 (40)		200 (40)	200 (40)							
OR	Warner Sucker			200 (1600)		200 (1600)	200 (1600)							
PR	Puerto Rican Plains Pigeon			550 (4000)	550 (4000)									
TX	Attwater Prairie Chicken	4632	76 (75)	10350 (10382)		10350 (10382)		10350 (10382)	2500 (2500)	7850 (7882)	2500 (2500)	5350 (5382)	2500 (2500)	2850 (2882)
TX	Clear Creek Gambusia			1500 (800)	1500 (800)									
TX	Pecos Gambusia			250 (2015)		250 (2015)	250 (2015)							
TX	Whooping Crane			6000 (4700)		6000 (4700)	1000 (800)	5000 (3900)	2000 (1600)	3000 (2300)	3000 (2300)			
WI	Sandy Point Leatherback Sea Trutle			2000 (100)		2000 (100)	2000 (100)							
WI	Peregrine Habitat			1130 (765)		1130 (765)		1130 (765)		1130 (765)		1130 (765)		1130 (765)
	Subtotal	19113	18040 (17963)	180085 (459131)	11299 (13180)	168786 (445951)	40445 (85540)	128341 (360411)	23826 (73916)	104515 (286495)	18775 (36250)	85740 (250245)	10900 (20800)	74840 (229445)

TABLE I
U.S. FISH AND WILDLIFE SERVICE
LAND AND WATER CONSERVATION FUND
FIVE-YEAR ACQUISITION PLAN
$000
(ACRES)
AREAS AUTHORIZED BY THE FISH AND WILDLIFE ACT OF 1956, as amended

ST	Management Unit	Program Through FY 1980	1981 Prog.	Remain. Invest. Req.	1982 Prog.	Remain. Invest. Req.	1983 Prog.	Remain. Invest. Req.	1984 Prog.	Remain. Invest. Req.	1985 Prog.	Remain. Invest. Req.	1986 Prog.	Remain. Invest. Req.
FL	Lower Suwannee	1635	465 (1400)	16700 (49614)		16700 (49614)	5000 (15300)	11700 (34314)	5000 (15450)	6700 (18864)	3350 (9432)	3350 (9432)	3350 (9432)	
OR	Bear Valley	775		2000 (3618)		2000 (3618)	500 (2585)	1500 (1033)	1500 (1033)					
TX	Rio Grande Valley	1150	500 (500)	16470 (18611)		16470 (18611)	3500 (5000)	12970 (13611)	2100 (3000)	10870 (10611)	2000 (2000)	8870 (8611)	2000 (2000)	6870 (6611)
WI	Fox River	375		1650 (1356)		1650 (1356)	600 (490)	1050 (866)	600 (491)	450 (375)	450 (375)			
WV	Canaan Valley			28000 (24426)		28000 (24426)	4000 (4600)	24000 (19826)	4000 (4600)	20000 (15226)	4000 (4600)	16000 (10626)	4000 (4600)	12000 (6026)
	Subtotal	3935	965 (1900)	64820 (97625)		64820 (97625)	13600 (27975)	51220 (69650)	13200 (24574)	38020 (45076)	9800 (16407)	28220 (28669)	9350 (16032)	18870 (12637)
Deficiencies				5500		5500	1000	4500	1000	3500	1000	2500	1000	1500
Contingencies		75		5298 (1500)	1100 (1500)	4198	1000	3198	1000	2198	1010	1188	1188	
Inholdings				2000		2000	500	1500	500	1000	500	500	500	
Total Program		85452.5	35030.0 (42308)	385437 (675959)	35399 (37759)	350038 (638200)	101622 (168507)	248416 (468693)	67073 (115660)	181343 (354033)	44495 (67563)	136848 (286470)	27938 (38832)	108910 (247638)

TABLE I
BUREAU OF LAND MANAGEMENT
LAND AND WATER CONSERVATION FUND (LCWF)
$000's

AUTHORIZED AREAS

Management Areas	Program thru 1980	FY 1981 • Program	Remaining Investment Required	FY 1982 Program	Remaining Investment Required	FY 1983 Program	Remaining Investment Required	FY 1984 Program	Remaining Investment Required	FY 1985 Program	Remaining Investment Required	FY 1986 Program	Remaining Investment Required
National River System													
Rogue WASR*	$ 9,299	$ 700 (553)	$ 650 (120)	$ 650 (120)	$ ---	$ ---	$ ---	---	---	---	---	---	---
Upper Missouri WASR*	1,200	---	5,500 (14,000)	1,350 (1,560)	4,150 (12,440)	500 (600)	3,650 (11,840)	750 (700)	2,900 (11,140)	750 (700)	2,150 (10,440)	750 (700)	1,400 (9,740)
Rio Grande WASR*	353	---	270 (164)	270 (164)	---	---	---	---	---	---	---	---	---
National Trail System													
Pacific Crest Trail	387	---	350 (75)	130 (25)	220 (50)	120 (25)	100 (25)	100 (25)	---	---	---	---	---
National Conservation Areas													
King Range NCA	1,950	---	4,550 (8,840)	700 (1,000)	3,850 (7,840)	1,000 (1,200)	2,850 (6,640)	1,000 (1,200)	1,850 (5,440)	1,000 (1,220)	850 (4,220)	850 (4,220)	---
Natural Areas													
Yaquina Head	---	---	6,152 (60)	---	6,152 (60)	6,152 (60)	---	---	---	---	---	---	---
Recreation Additions													
Beauty Bay	---	---	375 (110)	---	375 (110)	375 (110)	---	---	---	---	---	---	---
Campbell Property	---	---	100 (35)	---	100 (35)	100 (35)	---	---	---	---	---	---	---
Taos Junction	---	---	360 (400)	---	360 (400)	360 (400)	---	---	---	---	---	---	---
Deschutes River	---	---	1,300 (3,750)	---	1,300 (3,750)	1,300 (3,750)	---	---	---	---	---	---	---
Sleeping Giant	375	---	---	---	---	---	---	---	---	---	---	---	---
Recreation Composites													
Susan River Trail	---	435 (192)	250 (100)	---	250 (100)	250 (100)	---	---	---	---	---	---	---
South Yuba River Trail	---	---	425 (1,210)	---	425 (1,210)	250 (490)	175 (720)	175 (720)	---	---	---	---	---
Case Mountain	500	---	100 (10)	---	100 (10)	100 (10)	---	---	---	---	---	---	---
Total	$14,064	$1,135 (745)	$20,382 (28,874)	$ 3,100 (2,869)	$17,282 (26,005)	$10,507 (6,780)	$ 6,775 (19,225)	2,025 (2,645)	$4,750 (16,580)	$1,750 (1,920)	$3,000 (14,660)	$1,600 (4,920)	$1,400 (9,740)

* Eligible for Special Account authorized by P.L. 95-42

Reorganization of HCRS

Question: From newspaper accounts, I understand that HCRS' functions will be absorbed by the National Park Service. Do you now have an overall plan for this reorganization? If not, when will it be available? Will this save any money? If so, how much and please provide a justification of your estimated savings for the record. In this reorganization process, will any of the regional HCRS offices be phased out? If so, which ones? If so, will this result in any personnel reductions and how many? Will this reorganization process result in any reductions in the Washington Office and if so, how many? If so, please furnish a justification of your estimates for the record. Do you now plan to furnish the Congress with your reorganization plan?

Answer: Most functions within the Heritage Conservation and Recreation Service are being transferred to the National Park Service. The Heritage Conservation and Recreation Service will be abolished as a separate entity effective May 31, 1981. The action is being accomplished in accordance with Secretarial Order 3061. Functions which are to be eliminated were identified as ones being duplicated in other Departmental organizations.

The purpose of the Secretarial Order was to achieve economies in the utilization of funds, personnel, and equipment. In addition to abolishing HCRS as a separate entity, it terminated the following functions:

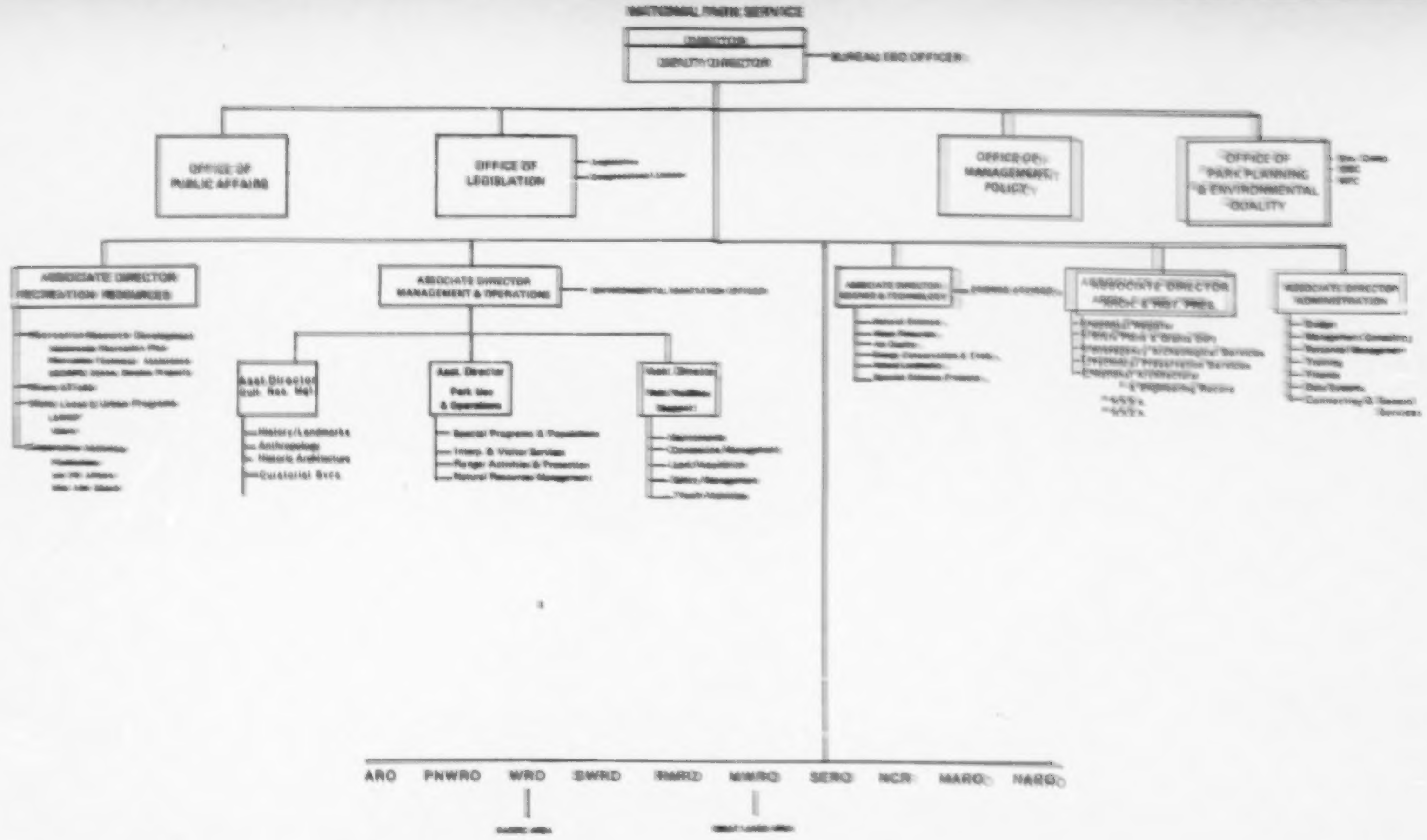
(a) Federal Interagency Coordination
(b) Water Resources
(c) Policy, Planning & Evaluation for Cultural Programs

The elimination of these functions is expected to achieve savings of $1,914,000. The transfer of the remaining functions to the National Park Service will eliminate the need to fill several senior management positions. This should result in additional savings in excess of $600,000. We also expect to realize further savings through the consolidation of various administration functions. In addition to the savings in personnel costs we anticipate savings in fixed costs such as space.

In most cases, HCRS Regional Offices will be consolidated with NPS Regional Offices which are already located in the same cities. There are two exceptions. The existing HCRS Regional Office in Albuquerque will be consolidated with the National Park Service Regional Office in Sante Fe. Most of the present HCRS staff will remain in Albuquerque. A decision has been made to phase out the HCRS Ann Arbor Regional Office over an eighteen month period and transfer the functions to Omaha, Nebraska. All personnel will be offered positions in the existing NPS Regional Office. It is anticipated that savings of $100,000 in space costs will be achieved. We also anticipate attrition among the staff and through the consolidation process we will eliminate the need to fill some vacancies. This will result in further savings.

In summary, we can expect significant savings in both Washington and the field. It should be realized, however, that all permanent staff were offered positions in the National Park Service. In addition, most temporary employees were transferred as a part of the mass transfer. As discussed above, reductions in personnel and cost savings will occur through attrition, however, and it is difficult to estimate the amount of dollar savings beyond those identified previously.

The new organization chart follows:


NATIONAL PARK SERVICE
DIRECTOR
DEPUTY DIRECTOR
BUREAU EEO OFFICER
OFFICE OF PUBLIC AFFAIRS
OFFICE OF LEGISLATION
OFFICE OF MANAGEMENT POLICY
OFFICE OF PARK PLANNING & ENVIRONMENTAL QUALITY
DSC
HFC
ASSOCIATE DIRECTOR RECREATION RESOURCES
ASSOCIATE DIRECTOR MANAGEMENT & OPERATIONS
ASSOCIATE DIRECTOR SCIENCE & TECHNOLOGY
ASSOCIATE DIRECTOR
ASSOCIATE DIRECTOR ADMINISTRATION
Asst. Director Cult. Res. Mgt.
History/Landmarks
Anthropology
Historic Architecture
Curatorial Svcs.
Asst. Director Park Use & Operations
Special Programs & Populations
Interp. & Visitor Services
Ranger Activities & Protection
Natural Resources Management
Asst. Director
Budget
Personnel Management
Training
Contracting & General Services
ARO
PNWRO
WRO
SWRO
RMRO
MWRO
SERO
NCR
MARO
NARO

DEPARTMENT OF HEALTH AND HUMAN SERVICES

INDIAN HEALTH SERVICES

STATEMENT OF DR. EMERY A. JOHNSON, DIRECTOR, INDIAN HEALTH SERVICE, U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES

ACCOMPANIED BY:

MS. EMILY HALEY, DIRECTOR, OFFICE OF FINANCIAL MANAGEMENT, HEALTH SERVICES ADMINISTRATION

DR. JOSEPH N. EXENDINE, DEPUTY DIRECTOR, INDIAN HEALTH SERVICE

MS. ELLEN F. WORMSER, DIRECTOR, DIVISION OF HEALTH BUDGET ANALYSIS, OFFICE OF THE SECRETARY

MILBURN H. ROACH, ACTING CHIEF, FINANCIAL MANAGEMENT BRANCH

PREPARED STATEMENT

Senator MCCLURE. We will now turn to the fiscal 1982 budget request for the Indian Health Service.

The fiscal 1982 budget request totals $634,919,000, a decrease of $43,669,000 below fiscal 1981 appropriations to date. Also pending is a fiscal 1981 pay cost supplemental of $12,556,000 and a proposed rescission of $8.9 million of fiscal 1981 enacted appropriations.

Dr. Johnson, your full statement will be included in the record. Please introduce your associates and proceed to highlight your testimony.

[The statement follows:]

STATEMENT OF DR. EMERY A. JOHNSON

I am pleased to appear before you today to discuss the FY 1982 budget request for the Indian Health Service (IHS).

As you know, the IHS is a constituent agency of the Department of Health and Human Services (DHHS) and the Public Health Service and is charged with administering the principal Federal health programs for Indian and Alaska Native citizens. Although this Department has within its purview a variety of health programs, funding mechanisms, and health care payment mechanisms which impact on Indian and Alaska Native people, it has a special and unique responsibility to our Indian citizens.

When reviewing the legislative and programmatic events of the past decade or so, we may fail to see that these events are actually a part of a pattern and if one examines this pattern, it becomes readily apparent that the present Federal Indian policy did not happen by fiat but is the logical outgrowth of a growing awareness of Indian needs.

The decade of the seventies was to witness significant change in the structure of programs designed to provide health services to Indian people. Two significant pieces of legislation, the Indian Self-Determination and Education Assistance Act (P.L. 93-638) signed on June 4, 1975 and the Indian Health Care Improvement Act (P.L. 94-437) signed on September 30, 1976 were passed in this period.

Public Law 93-638 codified in law the desires of Indian people to have a voice in the operation of health programs designed and operated for their benefit. It made self-determination by tribes the keystone of a new relationship, in which Indian people acting through their tribal governments, would determine the control and operation of their health programs. This law states that should a tribe wish to exercise control of all or part of its health programs, the Secretary of DHHS must accede to these wishes except in the case of certain closely prescribed restrictions, which then must be accompanied by Federal technical assistance and guidance.

The Federal government established its philosophy of self-determination for Indian people in P.L. 93-638. Public Law 94-437 authorizes resources to carry out the mandate for self-determination expressed in P.L. 93-638. Further, it defined in law types of programs and levels of service that could be expected by Indian people; in other words the national goal for programs providing services to Indian people. It also requires the Secretary of DHHS to report to the Congress periodically on accomplishments made in implementing these programs and to report on the need for additional resources to accomplish the goals defined in the Act. This latter requirement was accomplished with the development of a National Plan for the improvement of health care to Indian people, submitted to the Congress in April 1980.

There now exists a Federal health program for Indians in which services are now delivered by tribes and tribal organizations as well as the IHS. Thus, tribes and the IHS are now both components of a system designed to provide needed health services to Indian people.

The rate of participation by tribes in the management of their own health programs is accelerating. Although as expected, a few tribes have exercised their option not to participate, most tribes have chosen to exercise their options to operate parts of their health systems and a few have taken over all of their health care systems. Most tribes view their participation as an incremental phasing of increasing responsibility for the operation of health programs as meaningful experience is gained, and qualified Indian people become available to staff programs. A review of the current situation indicates that significant health services formerly provided solely by the IHS are now being provided by tribal organizations. For instance, fully functioning health programs are being operated by the Seneca Nation of New York, the Menominee Tribe of Wisconsin, and in Alaska the Norton Sound Health Corporation and just recently, the Bristol Bay Area Health Corporation assumed operation of their health program. The Creek Nation in Oklahoma, the Navajo Health Foundation in Arizona, the Norton Sound Health Corporation and the

Bristol Bay Area Health Corporation, both in Alaska, are operating their own hospitals. In addition, tribes now operate 233 health clinics and many health stations including mobile clinics and other small units to deliver health care in isolated communities. During FY 1980, services provided by tribes included 11,458 inpatient days, approximately 574,600 clinic outpatient visits, and 35,513 hospital outpatient visits, as well as other health related encounters such as mental health counseling, alcoholism counseling and assistance to the aged. These services are provided by more than 5,000 tribal employees. Currently, about 10 percent of the tribes are delivering all of their own health services with another 33 percent delivering major portions of their services. Many tribes are operating smaller or single elements of their health services programs. Altogether, 89 percent of eligible tribes are operating some portion of their health program themselves.

Paralleling the increasing provision of health services by tribes, the IHS continues to operate it's health care system providing services to those Indians not served by tribal programs. This system consists of the Hospital and Health Clinic Program, Preventive Health Program, Contract Care Program, Emergency Medical Services, Urban Health Projects, Manpower Development, Tribal Management Programs, Health Facilities and Sanitation Facilities Construction Programs, and Program Management activities.

The IHS has the responsibility to assist tribes in their decisionmaking process by providing information, training, technical assistance and support. It also has the responsibility to assist tribes in the planning, development, and ongoing operations of tribal health care institutions. Contracting is the mechanism normally used in establishing tribal takeover of former IHS programs. The IHS is currently engaged in an intensive effort to streamline the administrative process engendered by P.L. 93-638 to make the whole process less burdensome to the tribes and facilitate the implementation of their decisions to assume operation of their health programs.

The passage of P.L. 94-437 is a key element in the operations aspect of IHS programs. Not only did it define just what services Indian people could expect, it authorized resources to improve services and facilities and provided new authorities for training, alcoholism, Medicare and Medicaid reimbursement, and established the basis for limited programs to be provided to Indians living in urban locations. It also established a requirement that the Secretary DHHS report on additional resources and authorities needed during the last four years of the Act, FY 1981-84.

The National Plan, submitted April 1980, is based on 216 tribal and 34 urban specific health plans representing 280 tribes and 41 urban Indian health groups. A significant effort went into clearly and accurately identifying tribal and urban health needs. The IHS is committed to using this Plan in the development of its future programs and resource allocation. The National Plan development process provided for many tribes the first opportunity to examine their own health needs, to assess present services against a common standard, and to project their own requirements for health care. The objective of this process was to enable each tribe and urban group to develop a comprehensive health plan which will provide equity of access to health services. This National Plan is the keystone in the efforts to coordinate the Federal and tribal/urban efforts in delivering health services to Indian people.

As part of the Plan development and in response to congressional direction, the IHS has developed a health services priority system which ranks tribes in terms of health needs based on the tribal specific health plans. This system includes a common measure of equity in assessing the health needs of each tribe. The resource requirements identified for the program elements involved were determined by the standards and criteria set forth in the Resource Allocation Criteria (RAC) which were developed through consultation with the Indian people. Having identified the resources for each tribe, their levels of deficiency were grouped into five categories, with Level I containing those tribes less than 20 percent deficient in needed resources and Level V containing those tribes 81-100 percent deficient in needed resources. The levels were spread in 20 percent increments.

Based on the National Plan, which displayed the array of tribes by priority of need, the Congress provided $7,856,000 in the FY 81 budget to be directed to those tribes in Level V. The intent was to move the overall deficiency of these 52 tribes from Level V to Level IV (61-80 percent deficient) of the health services priority system. This was the initial effort to provide equity among tribes in the level of health services available to them. The Congress referred to these initial funds as the Equity Health Care Fund. The IHS is committed to carrying out the philosophy of providing equity in health services delivery and has determined that this effort will continue until such time as equity among the tribes served is achieved.

Concurrent with the the development of a service priority system, the IHS also developed a priority system for health facilities construction which is under certification by the Department. This priority system takes into account many factors in prioritizing each facility need, including availability and accessibility of existing health care, population projections, and related workloads.

Program Management

One of the most important efforts carried on by the IHS has been the continued development of its ability to manage the program more efficiently. The need for effective management has never been greater.

The implementation of P.L. 93-638 requires developing management capability to: adequately assist tribes in exercising their options under the law; in providing proper and timely technical assistance to them when required; to process the contracting procedures under P.L. 93-638 in such a way as to minimize the bureaucratic delays; and to implement the very special waivers granted in the law to facilitate the transfer of programs to tribes and tribal organizations. The ability to earn reimbursements under Title XVIII and Title XIX required the establishment of management procedures to earn, bill and utilize funds thus earned.

All of these illustrate that the management of such a complex program cannot be static, but an ongoing evolutionary process flexible enough to meet important new requirements as they arise. The IHS has continually made improvements in its management process to meet these changing needs and to make it more accountable to the Congress, the Administration, and the Indian people.

The results of efforts to improve the health of Indians are encouraging. Since 1955 the Indian and Alaska Native 3-year average mortality rates have been significantly reduced:

- Infant mortality rate by 74 percent.
- Maternal mortality rate by 90 percent.
- Influenza and pneumonia mortality rate by 67 percent.
- Tuberculosis mortality rate by 91 percent.
- Gastroenteritis mortality rate by 90 percent.
- Congenital malformations mortality rate by 46 percent.

These significant decreases are primarily due to continued increased availability and accessibility to health services, improvements to the home environment such as improved housing, safe water supplies, proper sewage disposal, and increased emphasis on health education. For example, since 1955 hospital admissions have more than doubled, outpatient visits have increased almost nine fold, and dental services over ten fold.

Life expectancy has improved for Indians and Alaska Natives. In 1970, the Indian and Alaska Native life expectancy was 65.1 years, about 3.4 years higher than in 1960.

Tremendous improvement has been made in infant mortality rates for Indians and Alaska Natives. Currently, the Indian infant mortality rate is 1.2 times as high as the U.S. All Races rate.

Maternal death rates among Indian and Alaska Natives and the U.S. All Races have been decreasing since 1958. The decline has been greater among Indians and Alaska Natives. Since 1975, the Indian and Alaska Native 3-year moving average rates have been below that of the U.S. All Races and is now 8.3 per 100,000 live births, compared to the U.S. All Races rate of 11.2.

The rank order of the five leading causes of death among Indians and Alaska Natives changed between 1955 and 1978. In 1955, accidents, diseases of the heart, influenza and pneumonia (excluding newborn), certain diseases of early infancy, and malignant neoplasms were the five leading causes. By 1978, two of these causes (influenza and pneumonia, and certain diseases of early infancy) dropped out of the top five and were replaced by cirrhosis of the liver and cerebrovascular diseases.

A comparison of the age adjusted tuberculosis death rates between Indians and Alaska Natives, and U.S. All Races identifies significant health improvement among Indians and Alaska Natives. Today among Indians and Alaska Natives there are 51.7 fewer deaths per 100,000 population than in 1955 compared to a reduction among the U.S. All Races of 7.4. Although the gap has narrowed, the Indian and Alaska Native rate is still over six times as high as the U.S. All Races rate, therefore, continued program emphasis is needed.

The age adjusted mortality rate for diabetes mellitus is higher among Indians and Alaska Natives than for the U.S. All Races. Currently it is 2.6 times as high. The age specific mortality rates for homicide, suicide and alcoholism show major disparities in the younger age groups (ages 15-44) and are higher than those for the U.S. All Races.

The results are indeed encouraging and have been brought about by the increasing cooperation between IHS programs, tribal programs, and the acceptance by Indian people of modern medical practices. The investments made in providing health care for Indian people are now showing sound dividends. Life is without doubt better now on the reservations than before IHS began its efforts, but in spite of these positive accomplishments, there remains much to be done. Efforts at mitigating the effects of alcoholism, mental health and accidents are just now beginning to see some pay off. Since these diseases find their causes in community based problems, the IHS must work with Indian tribal and community leaders to effect changes in the root causes of these problems.

In Fiscal Year 1982, a budget of $634.9 million is being requested for IHS, which includes an increase of $20.5 million in services. It also includes $8.1 million for IHS facilities.

The Fiscal Year 1982 request for IHS services includes funds for mandatory increases such as increased contractual services, within-grade salary costs, increased cost of supplies, increased cost for Alaska Native Community Health Aids, for Indian alcoholism projects transferred from NIAAA and the equity health care fund which will be funded through redistribution of mandatory cost increases.

The Fiscal Year 1982 budget request for Indian health facilities of $8.1 million will provide for the completion of construction and equipping the hospital at Tahlequah, Oklahoma and for technical energy studies.

Mr. Chairman, this concludes my opening statement. My colleagues and I will be happy to answer any questions which you and the committee may have.

INTRODUCTION OF ASSOCIATES

Dr. JOHNSON. On my right is Ellen Wormser, Director of the Division of Health Budget Analysis, Office of the Secretary, Department of Health and Human Services. On her right is Emily Haley, Director of the Office of Financial Management in the Health Services Administration.

On my immediate left, is Dr. Joseph Exendine, Deputy Director of the Indian Health Service. On his left is Mr. Milburn Roach, Acting Chief of the Financial Management Branch of the Indian Health Service.

We do have other folks in the first row back here for technical questions if you need more information.,

Senator McCLURE. Thank you.

IHS CHART SERIES

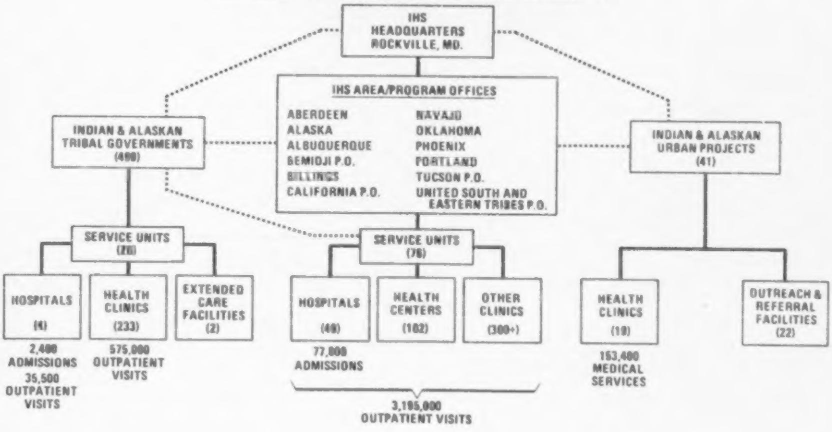
Dr. JOHNSON. If I might, Mr. Chairman, just submit my opening statement for the record and then highlight it. I would like to share with you several charts, perhaps nine of the group that you have in front of you, that I think will be a good highlight for the program and set the stage for our discussion in more depth.

[The information follows:]

PROGRAM ACCOMPLISHMENTS

Health Improvements	CY 1954 - 1956 to 1976 - 1978	Percent Decrease
Death Rates		
Infants		74
Under 28 days		65
28 days - 11 months		75
Maternal		90
Influenza & Pneumonia		67
Certain Diseases of Early Infancy		75
Tuberculosis, All Forms		91
Gastroenteritis, etc.		90
Congenital Malformations		46
Incidence Rates		
New Active Tuberculosis Cases		78
Trachoma		96
Increased Use of Services	**FY 1955 - 1980**	**Percent Increase**
Hospital Admissions		122
Outpatient Visits		792
Dental Services		918

INDIAN HEALTH SERVICE
HEALTH SERVICES ADMINISTRATION
PUBLIC HEALTH SERVICE
DEPARTMENT OF HEALTH AND HUMAN SERVICES

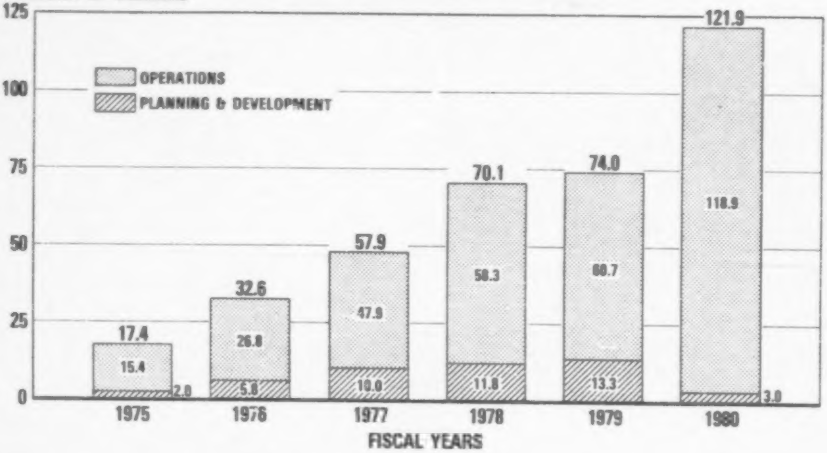

IHS HEADQUARTERS ROCKVILLE, MD.
IHS AREA/PROGRAM OFFICES
ABERDEEN
ALASKA
ALBUQUERQUE
BEMIDJI P.O.
BILLINGS
CALIFORNIA P.O.
NAVAJO
OKLAHOMA
PHOENIX
PORTLAND
TUCSON P.O.
UNITED SOUTH AND EASTERN TRIBES P.O.
INDIAN & ALASKAN TRIBAL GOVERNMENTS (400)
INDIAN & ALASKAN URBAN PROJECTS (41)
SERVICE UNITS (26)
HOSPITALS (4)
HEALTH CLINICS (233)
EXTENDED CARE FACILITIES (2)
2,400 ADMISSIONS
35,500 OUTPATIENT VISITS
575,000 OUTPATIENT VISITS
SERVICE UNITS (76)
HOSPITALS (48)
HEALTH CENTERS (102)
OTHER CLINICS (300+)
77,000 ADMISSIONS
3,195,000 OUTPATIENT VISITS
HEALTH CLINICS (18)
153,400 MEDICAL SERVICES
OUTREACH & REFERRAL FACILITIES (22)

NUMBER OF FACILITIES OPERATED BY IHS AND TRIBES
AS OF OCTOBER 1, 1980

TYPE OF FACILITY	IHS	TRIBES
HOSPITALS	49	4
NUMBER OF CLINICS	202[1]	252
HEALTH CENTERS	83	252
SCHOOL HEALTH CENTERS	19	
HEALTH STATIONS	100[1]	

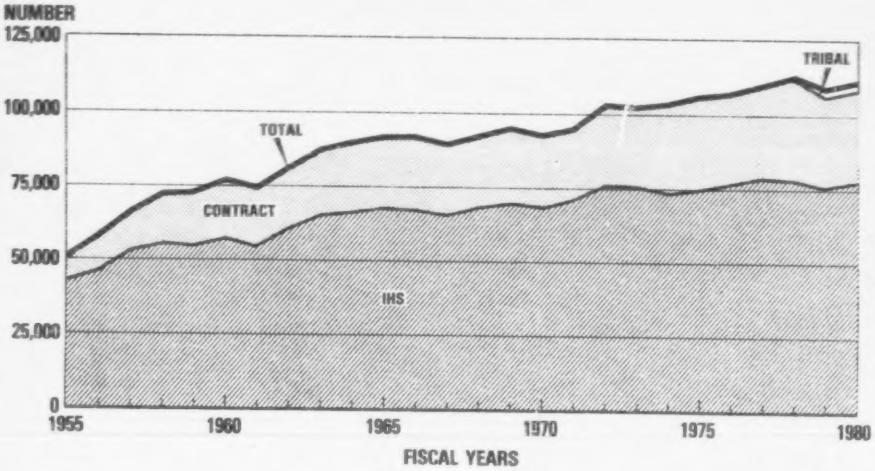
[1] EXCLUDES SEVERAL HUNDRED COMMUNITIES WHERE INTERMITTENT HEALTH SERVICES ARE PROVIDED E.G. SMALL ALASKA VILLAGES, MOBILE UNIT SITES, ETC.

COST OF TRIBAL HEALTH CONTRACTS
FUNDED BY THE INDIAN HEALTH SERVICE
FISCAL YEARS 1975 – 1980



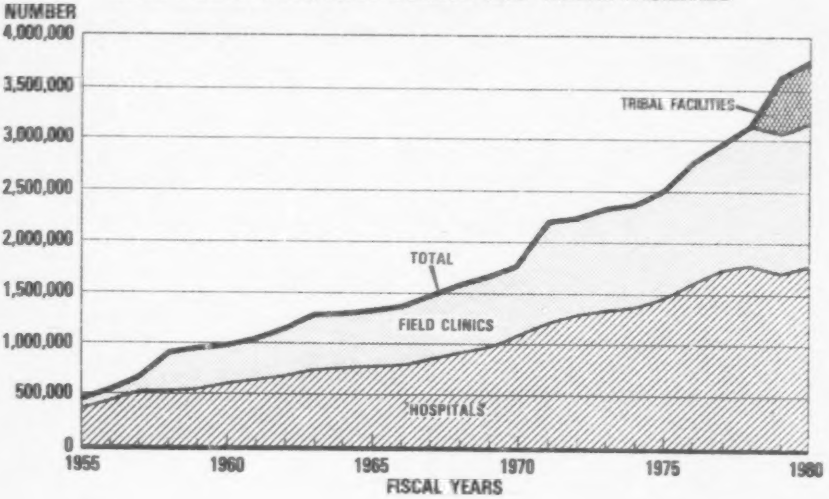
NUMBER OF INDIAN AND ALASKA NATIVE HOSPITAL ADMISSIONS

IHS, CONTRACT AND TRIBAL

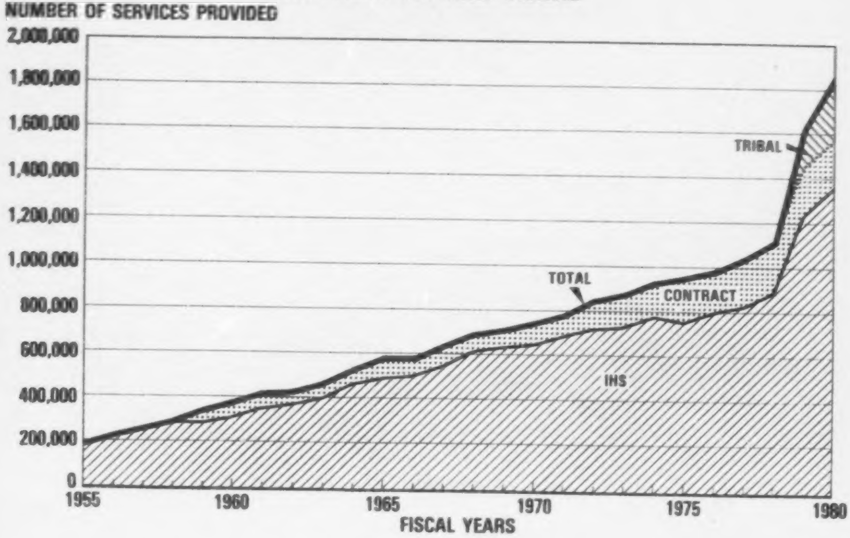


NUMBER OF INDIAN AND ALASKA NATIVE OUTPATIENT VISITS

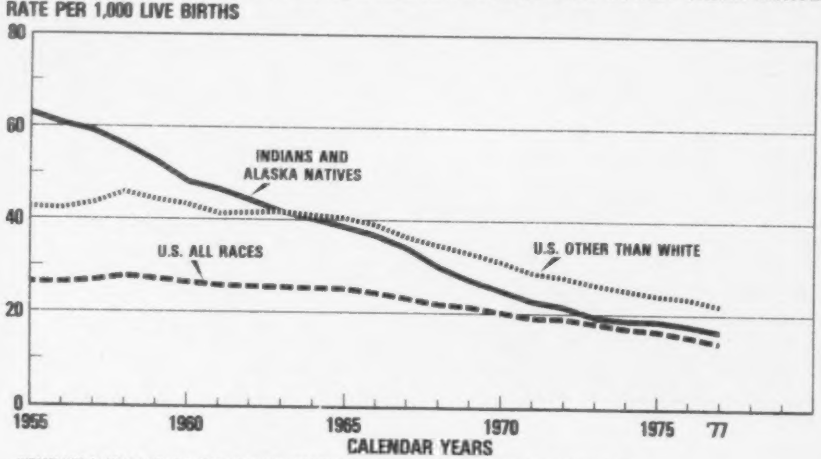
TO IHS HOSPITALS, FIELD CLINICS AND TRIBAL FACILITIES



DENTAL SERVICES PROVIDED
IHS, CONTRACT AND TRIBAL

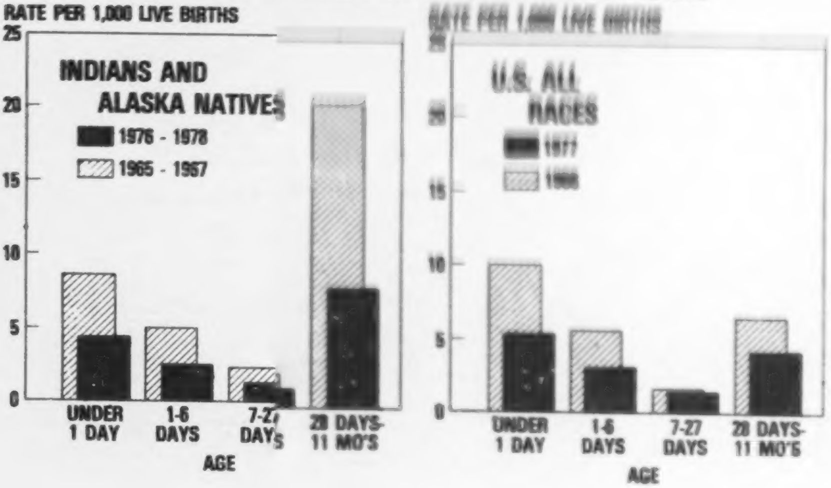


INFANT MORTALITY RATES
INDIANS & ALASKA NATIVES, U.S. ALL RACES AND U.S. OTHER THAN WHITE



INDIAN AND ALASKA NATIVE RATES ARE BASED ON 3-YEAR MOVING AVERAGE CENTERED AT YEAR SPECIFIED (E.G. 1977 AVERAGE = DEATHS IN 1976 - 1978).
U.S. ALL RACES AND U.S. OTHER THAN WHITE RATES ARE SINGLE YEAR.

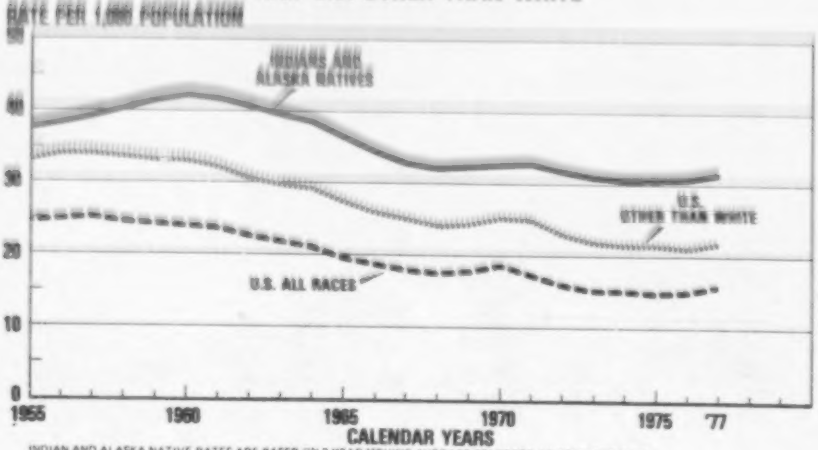
INFANT MORTALITY RATES BY AGE
INDIANS AND ALASKA NATIVES, AND U.S. ALL RACES



PERCENT CHANGE IN INFANT MORTALITY RATES BY AGE, 1966 TO 1977

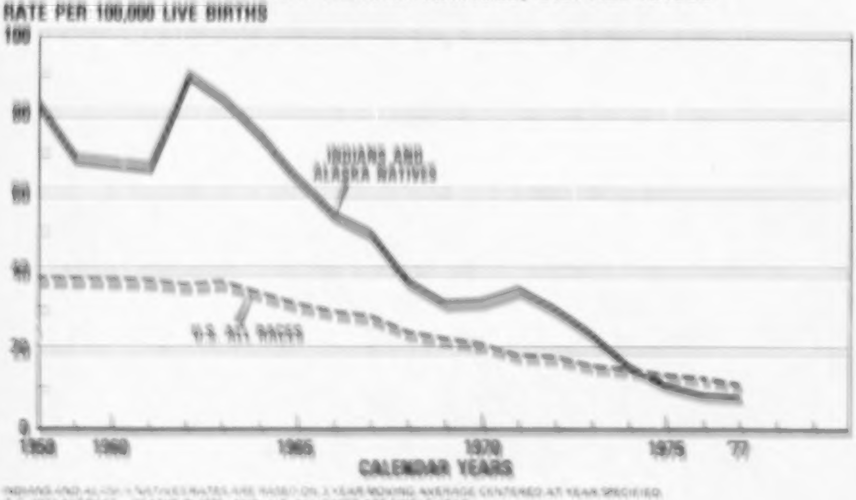
AGE AT DEATH	INDIANS AND ALASKA NATIVES	U.S. ALL RACES
UNDER 1 DAY	−49	−47
1 TO 6 DAYS	−51	−46
7 TO 27 DAYS	−66	− 6
28 DAYS — 11 MONTHS	−60	−35

BIRTH RATES
INDIANS AND ALASKA NATIVES, U.S. ALL RACES, AND U.S. OTHER THAN WHITE



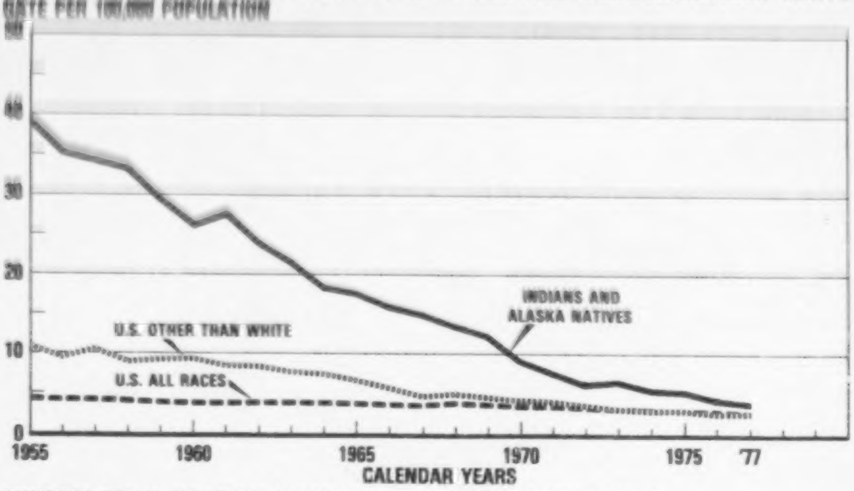
INDIAN AND ALASKA NATIVE RATES ARE BASED ON 3-YEAR MOVING AVERAGE CENTERED AT YEAR SPECIFIED (E.G. 1977 AVERAGE = BIRTHS IN 1976 - 1978)
U.S. RATES ARE SINGLE YEAR

MATERNAL DEATH RATES
INDIANS AND ALASKA NATIVES, U.S. ALL RACES



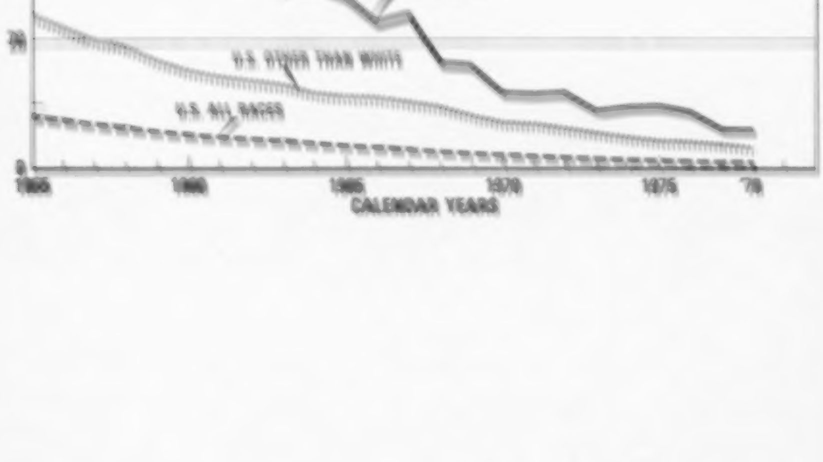
INDIANS AND ALASKA NATIVES RATES ARE BASED ON 3-YEAR MOVING AVERAGE CENTERED AT YEAR SPECIFIED (E.G. 1977 AVERAGE = DEATHS IN 1976 - 1978). U.S. ALL RACES ARE SINGLE YEAR.

GASTROENTERIC DEATH RATES
INDIANS & ALASKA NATIVES, U.S. ALL RACES AND U.S. OTHER THAN WHITE



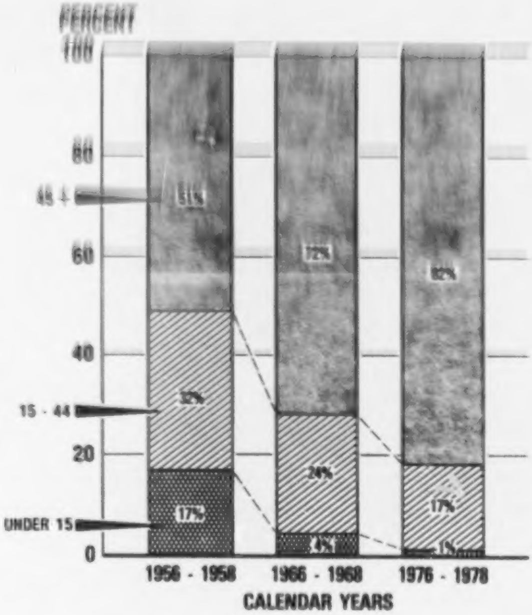
INDIANS AND ALASKA NATIVES RATES ARE BASED ON 3 YEAR MOVING AVERAGE CENTERED AT YEAR SPECIFIED (E.G. 1977 AVERAGE = DEATHS IN 1976 - 1978)
U.S. ALL RACES AND U.S. OTHER THAN WHITE RATES ARE SINGLE YEAR.

AGE ADJUSTED TUBERCULOSIS DEATH RATES
INDIANS & ALASKA NATIVES, U.S. ALL RACES AND U.S. OTHER THAN WHITE

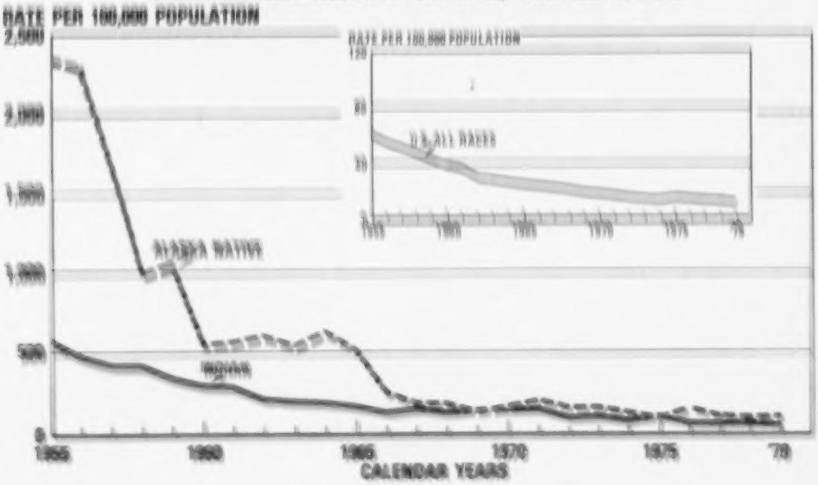


PERCENT DISTRIBUTION OF TUBERCULOSIS DEATHS

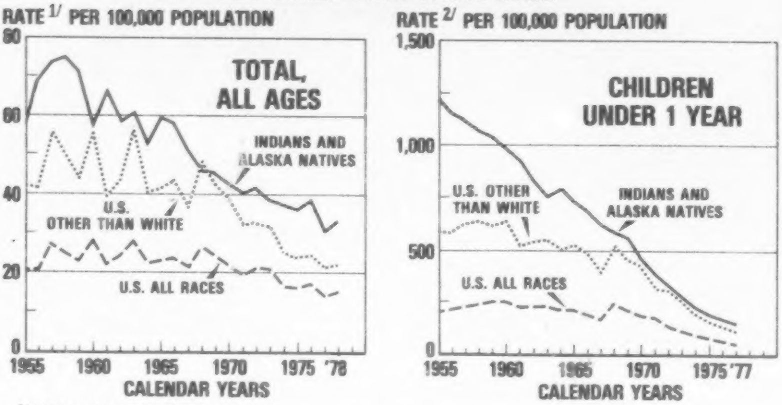
INDIANS AND
ALASKA NATIVES
BY AGE,
1956 - 1978



INCIDENCE RATES FOR TUBERCULOSIS
INDIANS AND ALASKA NATIVES, U.S. ALL RACES



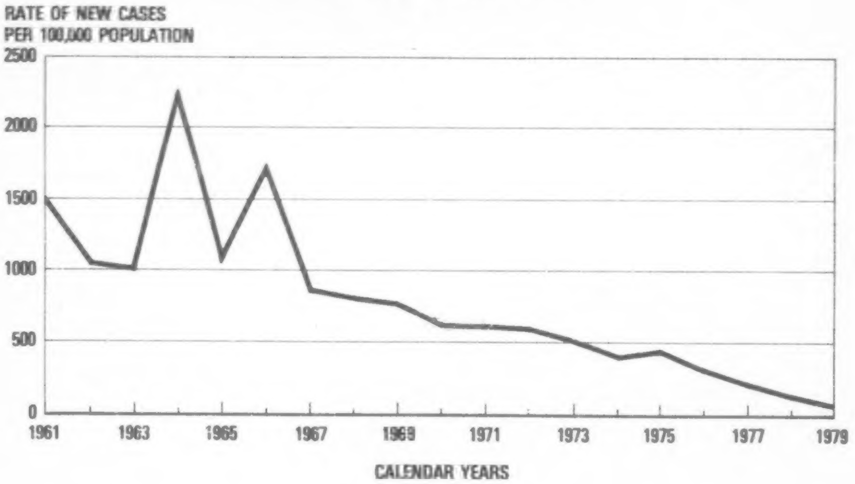
INFLUENZA AND PNEUMONIA MORTALITY RATES
INDIANS AND ALASKA NATIVES, U.S. ALL RACES AND U.S. OTHER THAN WHITE RACE



1/ AGE ADJUSTED SINGLE YEAR RATES.

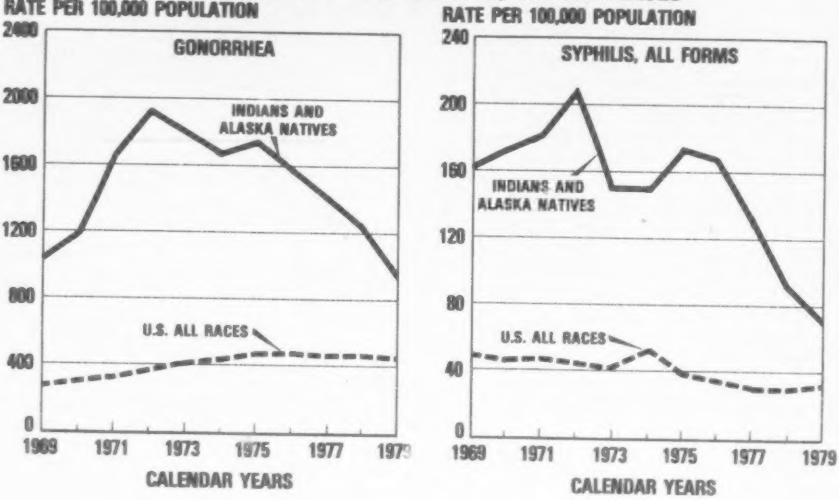
2/ INDIAN AND ALASKA NATIVE RATES ARE 3-YEAR MOVING AVERAGES CENTERED IN THE YEAR SPECIFIED. U.S. ALL RACES AND U.S. OTHER THAN WHITE RATES ARE SINGLE YEAR.

INCIDENCE RATES FOR TRACHOMA
INDIANS AND ALASKA NATIVES



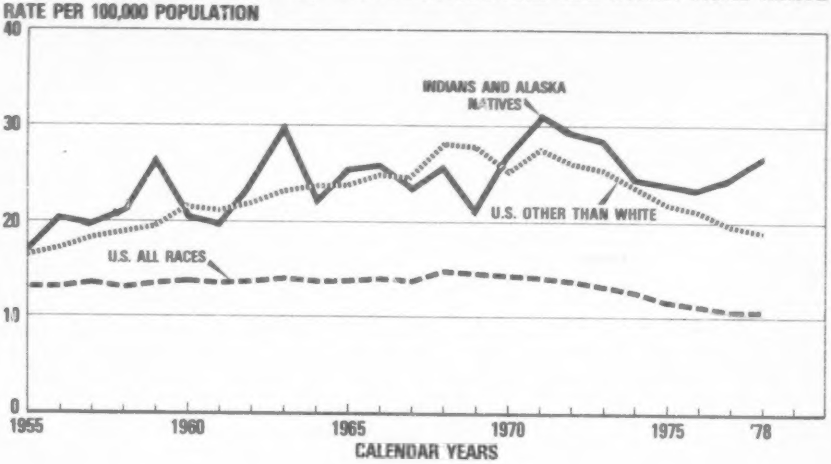
INCIDENCE RATES FOR VENEREAL DISEASES

INDIANS AND ALASKA NATIVES, U.S. ALL RACES



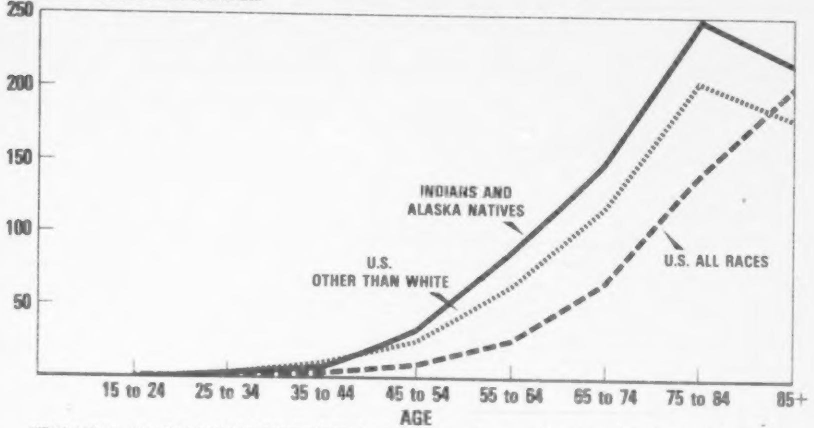
AGE ADJUSTED DIABETES MELLITUS DEATH RATES

INDIANS & ALASKA NATIVES, U.S. ALL RACES AND U.S. OTHER THAN WHITE



AGE SPECIFIC DIABETES MELLITUS DEATH RATES

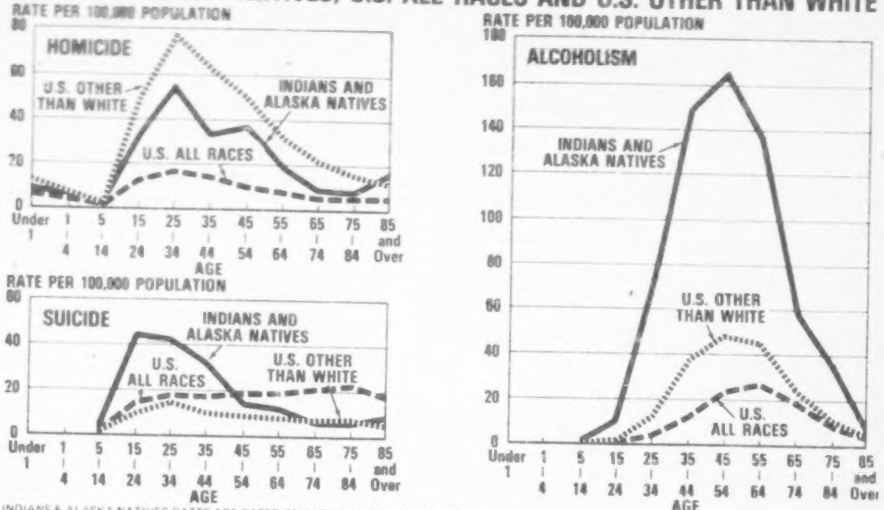
INDIANS AND ALASKA NATIVES, U.S. ALL RACES AND U.S. OTHER THAN WHITE RACE



INDIAN AND ALASKA NATIVE RATES ARE BASED ON 3 YEAR AVERAGE, 1976 - 1978. U.S. ALL RACES RATES ARE SINGLE YEAR 1977

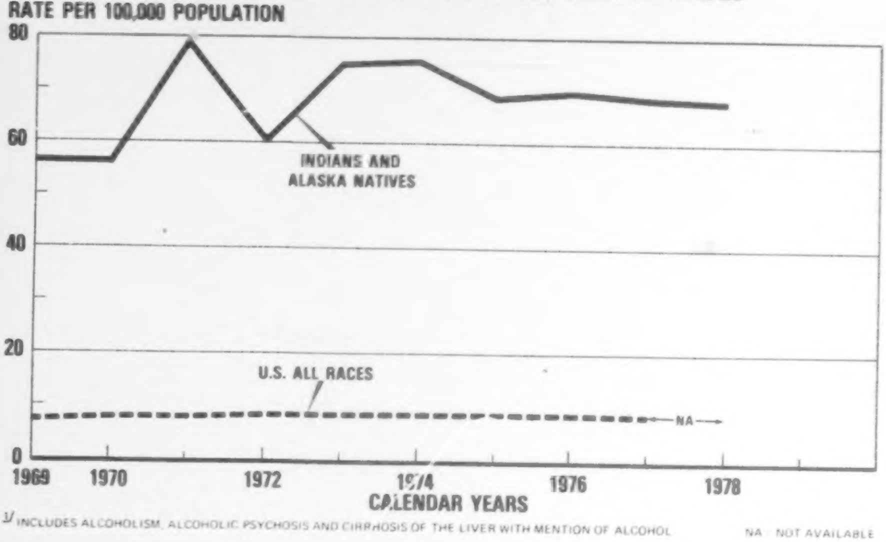
HOMICIDE, SUICIDE AND ALCOHOLISM DEATH RATES BY AGE

INDIANS & ALASKA NATIVES, U.S. ALL RACES AND U.S. OTHER THAN WHITE



INDIANS & ALASKA NATIVES RATES ARE BASED ON 3 YEAR AVERAGE, 1976 -1978
U.S. ALL RACES RATES ARE SINGLE YEAR 1977
U.S. OTHER THAN WHITE RATES ARE SINGLE YEAR 1977

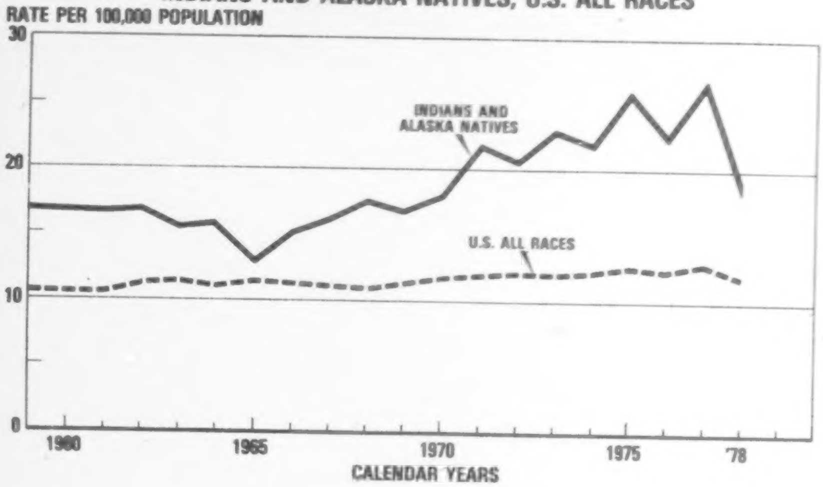
AGE ADJUSTED ALCOHOLISM[1] DEATH RATES
INDIANS AND ALASKA NATIVES, U.S. ALL RACES



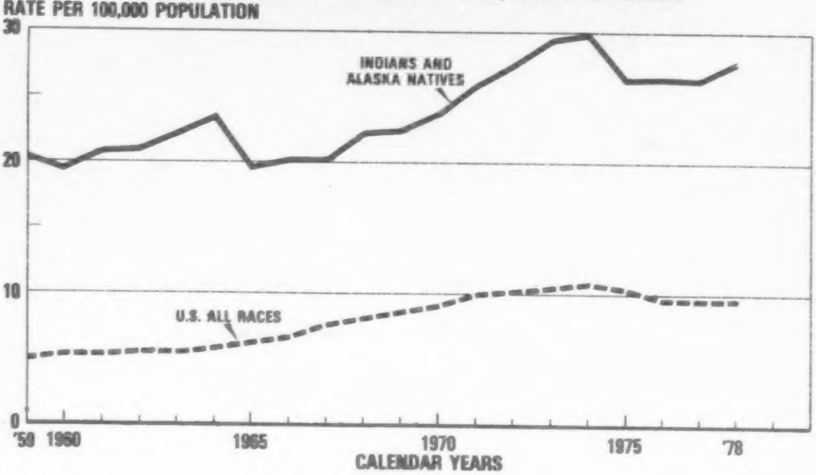
[1] INCLUDES ALCOHOLISM, ALCOHOLIC PSYCHOSIS AND CIRRHOSIS OF THE LIVER WITH MENTION OF ALCOHOL

NA - NOT AVAILABLE

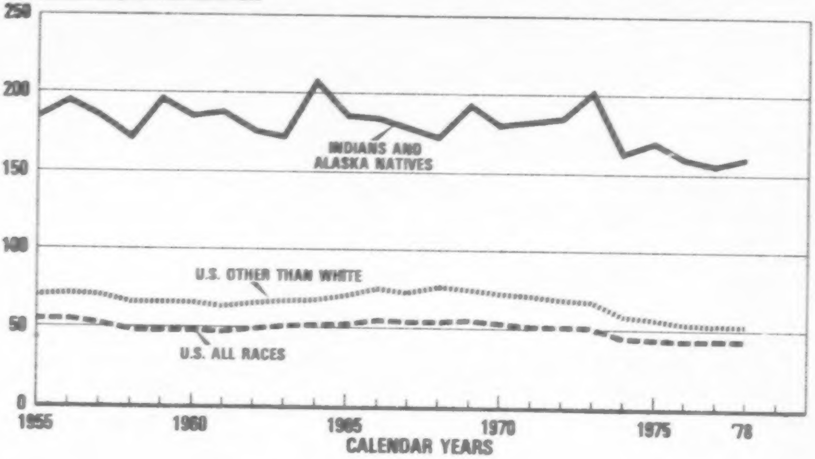
AGE ADJUSTED SUICIDE DEATH RATES
INDIANS AND ALASKA NATIVES, U.S. ALL RACES



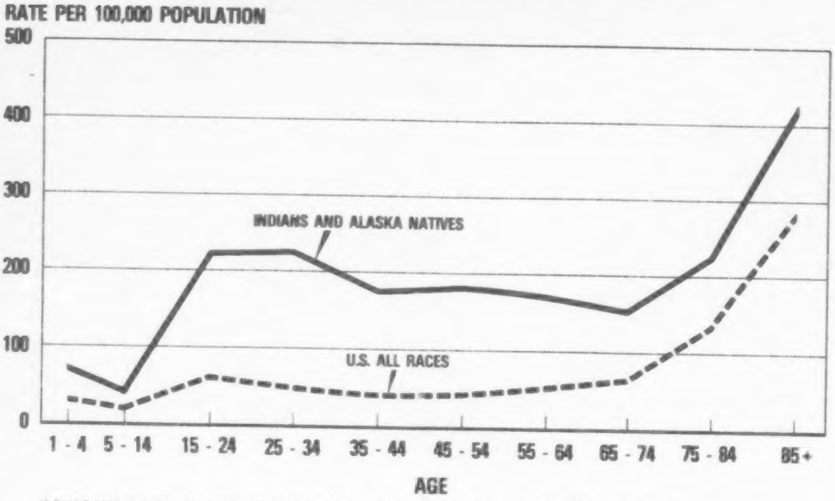
AGE ADJUSTED HOMICIDE DEATH RATES
INDIANS AND ALASKA NATIVES, U.S. ALL RACES



AGE ADJUSTED ACCIDENT DEATH RATES
INDIANS & ALASKA NATIVES, U.S. ALL RACES AND U.S. OTHER THAN WHITE

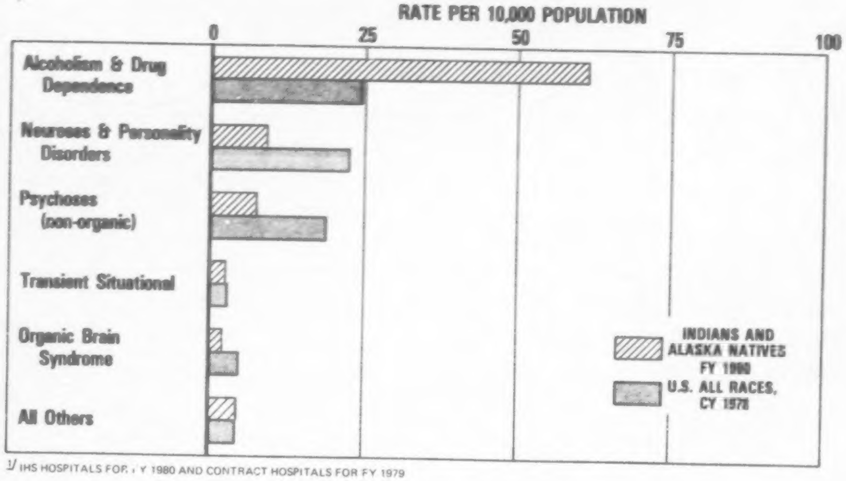


AGE SPECIFIC ACCIDENT DEATH RATES
INDIANS AND ALASKA NATIVES, U.S. ALL RACES



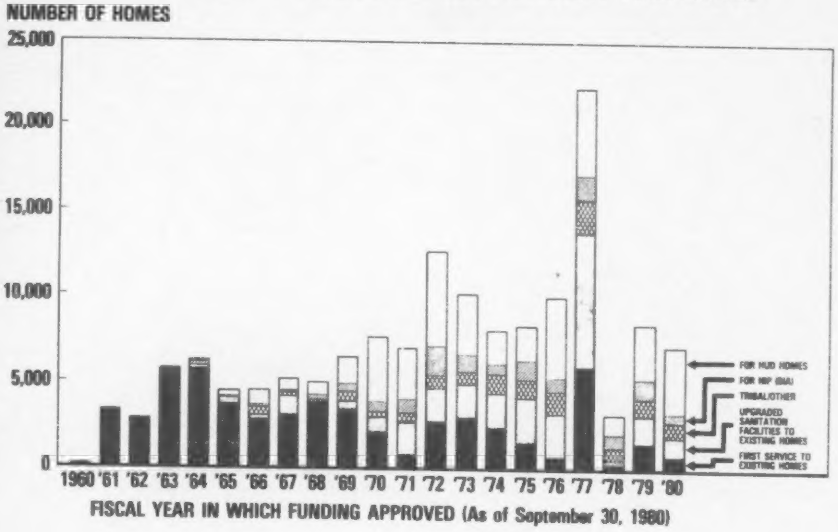
INDIANS AND ALASKA NATIVES RATES ARE BASED ON 3 YEAR AVERAGE, 1976 1978. U.S. ALL RACES ARE SINGLE YEAR, 1977.

DISCHARGE[1/] RATES FOR MENTAL DISORDERS
INDIANS AND ALASKA NATIVES, U.S. ALL RACES

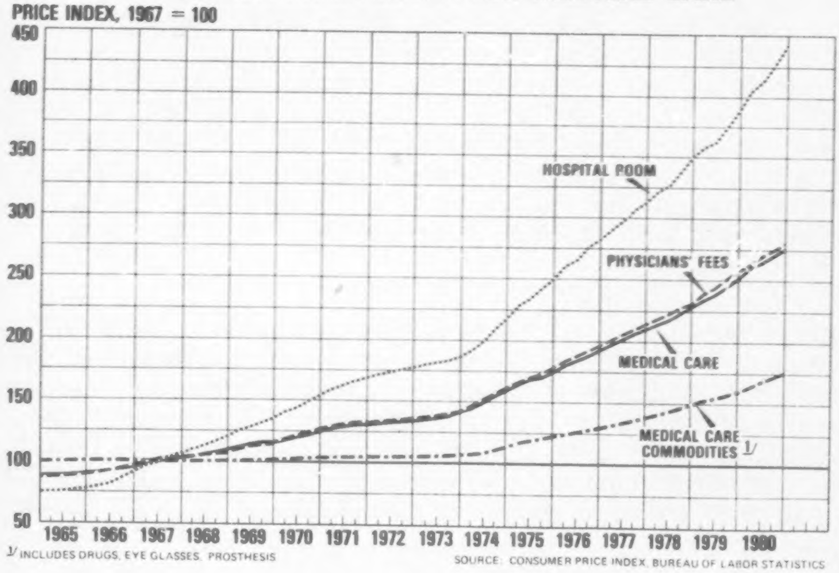


[1/] IHS HOSPITALS FOR FY 1980 AND CONTRACT HOSPITALS FOR FY 1979

INDIAN HOMES PROVIDED SANITATION FACILITIES



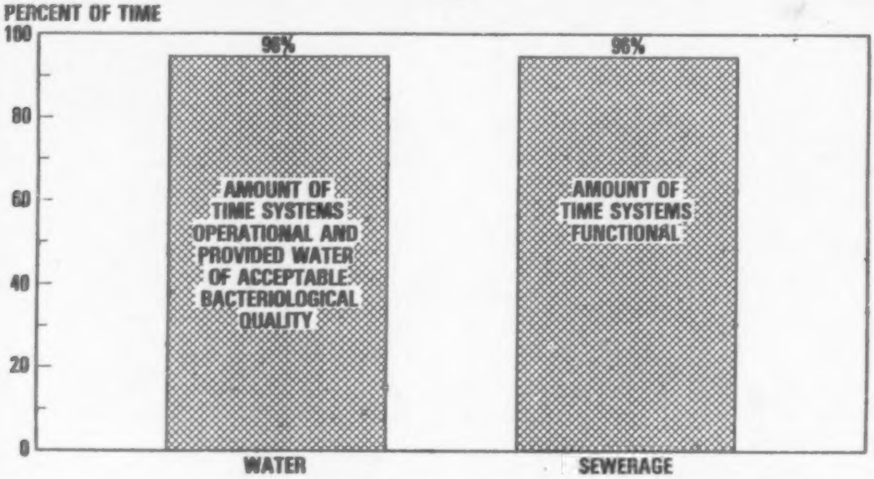
CONSUMER PRICE INDEX FOR MEDICAL CARE



1/ INCLUDES DRUGS, EYE GLASSES, PROSTHESIS

SOURCE: CONSUMER PRICE INDEX, BUREAU OF LABOR STATISTICS

RELIABILITY OF SANITATION FACILITIES SERVED BY COMMUNITY WATER AND SEWERAGE SYSTEMS (1980)



INDIAN TRIBE PROGRAMS

Dr. JOHNSON. The Indian Health Service today is the result of a series of initiatives that have been developed principally over the last 10 years, starting with President Nixon's Indian message in 1970 where he established the principle of tribal self-determination where the programs of the Federal Government related to Indian tribes would be made available for the tribal governments themselves to assume.

As a result of that, we have seen some dramatic changes. We've had major legislation passed by the Congress—the Indian Self-Determination Act, the Indian Health and Improvement Act—and from this very clear, in my judgment, legislative direction we have made some very significant changes in the way in which the Indian Health Service is operating and in terms of the objectives and the goals of the program.

PROGRAM ACCOMPLISHMENTS

Perhaps we might as sort of an overview take a look at chart No. 1. Chart No. 1 shows program accomplishments since the transfer of the program from the Bureau of Indian Affairs back in 1955.

As you can see, under "health improvements," we have had some remarkable decreases in the death rates. Infant mortality declined by 74 percent, maternal mortality by 90 percent, tuberculosis and gastroenteritis about 90 percent or more. And one of the reasons, of course, for some of these accomplishments—we'll discuss these in a little bit more detail later—has to do with the increased utilization of services, the increased access to services.

As you can see at the bottom of that chart, hospital admissions are up 122 percent; outpatient visits, 792 percent; and dental services, over 900 percent, which is a rather dramatic change in the program itself.

ORGANIZATIONAL CHART

If you will look and see how this has been accomplished, you can get an overall view of the management of the Indian Health Service and how we approach the process, if you would look at chart No. 2.

I would call your attention to the center line where you can see on your left the Indian and Alaskan Native tribal governments of which there are almost 500, and that counts the individual villages in Alaska as tribal governments. You can see the tribes themselves are now operating some 20 service units. A service unit is a geographic area that includes one or more reservations. The tribes are operating four hospitals, 233 clinics—the great majority of those are the village clinics in Alaska—and the services that they are providing include over 600,000 outpatient visits that are being provided by these tribally operated hospitals and clinics.

In the center of the chart, you see the service units that are still operated by the Indian Health Service. We operate 49 hospitals, 102 health centers, and some 200 or more additional clinics with over 3 million outpatient visits. What you see there is, the tribes themselves are now providing about one-sixth of all the outpatient visits.

Five or 6 years ago, Mr. Chairman, there were essentially no tribally operated facilities. So I think the transfer of the responsibility for actually delivering services from the Indian Health Service to the tribal governments has increased, I think, dramatically, and I must say with considerable success.

On the far right of that chart, you see the urban projects, which are 41, and they operate 19 clinics. They provided about 153,000 medical services last year, and they also had another 22 facilities that were just outreach and referral.

OUTPATIENT VISITS

If we take a look at and highlight the process that has taken place, take a look at chart No. 6. It shows the number of outpatient visits at the hospitals, field clinic and tribal facilities. That chart tells you a couple of things.

First of all, you can see the dramatic increase over the years in field clinic activity. In other words, instead of concentrating on large fixed facilities where the patients had to many times travel long distances, our emphasis has been in providing access through the provision of ambulatory care facilities and the facilities out in the Indian communities.

In addition, you will see, starting in about 1977, the beginning of the tribal facilities activities. You will see in the upper righthand corner of chart 6, the increase in the services that are being provided by the tribes themselves. You will see that that group is expanding.

Mr. Chairman, I am skipping through these charts. If there are any intervening charts that you would like to have discussed in more detail, I would be glad to do it.

INFANT MORTALITY RATES

I think there are perhaps three charts that tell us a little bit about the success and how we were able to get to this point. I would just like to call your attention to charts 8 and 9, which reflect infant mortality rates.

As you can see, back at the time of the transfer, the Indian/Alaskan Native infant mortality rate was almost two and a half times that of the general population and was considerably higher than that in the United States of "other than white" infant mortality. There has been a dramatic decline in the infant mortality rate. Over the last 4 or 5 years, it has been very close to that of the general population, considerably under that of the United States "other than white." That reflects not just medical care, and I think we need to emphasize that.

It reflects the impact of improved housing, improved sanitation. Diarrheal disease, of course, was a major killer of Indian infants. It reflects improved nutrition; it reflects, I think, the improved access to health services including health education, preventive services, and others.

And if you look at chart 9, you can see really where this change is taking place most dramatically. If you look at the righthand set of bars in both of those two squares, you will see that it's in the last 11 months of that first year of life when the Indian infant goes home that we have, first of all, the excess mortality that still remains and also where we have seen the greatest and most dramatic decline in that mortality. And I think that illustrates graphically the statement that I made about the importance of environmental factors, community factors, and the other activities that go on and not just the provision of medical care in and of itself.

MATERNAL MORTALITY RATES

I think we might take a look at chart No. 12 because I think that gives us another example of the kinds of dramatic changes that are taking place, and this is maternal mortality rates. As you can see, at the beginning of the period, it was running two to three times that of the general population. Starting in 1975 and since, the Indian maternal mortality, in fact, has been lower than that of the general U.S. population. I think that reflects a number of things that we have already mentioned—the improved access to care, prenatal care, better understanding of the contributions that good maternal health makes to a well infant at birth, and so forth. And I believe that it's the continuation of these kinds of activities that have brought the health status of Indian people to levels that are, in many respects, approaching or even somewhat better than the general population.

DIABETES MORTALITY RATES

I would like, then, to have you look at two additional charts that I think highlight the root of the problem that remains before us. I would ask you to look at chart No. 20 where we talk about the age-adjusted diabetes death rates.

Many Indian communities have an incidence of diabetes that is much, much greater than any other population group in this country.

We have on one reservation an incidence rate that is higher than that found in any other population group in the World. We have been working with the National Institutes of Health on that issue now for a decade. In fact, they have a research institute on the fifth floor of our Phoenix Indian Medical Center and also a field unit out on the Pima Reservation, working with us on that issue.

You can see here the dramatic increase of the diabetes death rates and how much greater that is than the general population. The importance of this one is that it highlights the problem that we're going to have. Diabetes is not a disease that you cure by a shot for a few days or taking pills for a week or two. Diabetes is controlled to a large extent by the behavior of the individual, dealing with diet, maintaining ideal body weight, exercise and so forth. It's a life-long process, and it requires the participation of the patient and a behavioral change to a large extent by the patient if you're going to control the long-term results of diabetes which, other than mortality, include serious problems with renal disease.

We have a rapidly increasing number of individuals who are on renal dialysis because of renal disease as well as amputations, and other vascular complications, blindness—all of which are a complication of diabetes which can be delayed, if not entirely prevented, by good treatment.

OTHER MORTALITY RATES

Chart No. 22 shows you three different problems: homicide, suicide, and alcoholism. In fact, they are all part of the alcoholism problem because most homicides, most suicides, are also affiliated and related to the problem of alcoholism. It tells you a couple of things.

First, I call your attention to the peaks of those charts. We see that we are dealing with a problem of the young adult. You see the peak is running between 15 and 35 and 45. We're dealing with a phenomenon of youth and the young adult.

It is a set of problems that are not curable by medical intervention. It's a set of problems that are going to be dealt with on a community basis where you need to have a commitment on the part of the community itself and the families, as well as the individuals, that alcoholism is indeed a concern. It's something that we, the Indian community, have to do something about.

The general population, I might point out, has not solved the problem of alcoholism, homicide, or suicide either. And where it was relatively easy to do such things as eliminate trachoma as a cause of blindness because we had treatment and we knew how to deal with it or tuberculosis or gastroenteritis, we are now dealing here with a set of phenomena—for which a cure is not available and about which much more is unknown than is known as to what may be done to resolve the issues.

I just call that to your attention to point out whereas we have made, I think, dramatic improvements in the status of health of the Indian communities, we still have a great deal to do. Much of what is left to do are the kinds of problems for which there are not simple medical solutions, but require a partnership between the health professional, the Indian community, the tribal leadership and the individual and family. And those are very, very difficult areas in which to work.

The budget that we do have, as I mentioned earlier, is for $634.9 million, which is an increase of $20.5 million for services, and also includes $8.1 million for the Indian Health Service facilities.

CPI FOR MEDICAL CARE

I will share with you the last chart which I think we need to look at, chart No. 30, which is the Consumer Price Index for medical care. I share that one with you because the major purpose for the increases in this budget are to meet the escalating cost of medical care in the country. The Indian Health Service is not immune from the pressures of increased cost of all the things we have to buy.

We would, Mr. Chairman, be very pleased to answer any specific questions you may have.

Senator McCLURE. Thank you, Dr. Johnson.

I think you would agree that the budget constraints facing us this year are real. This may be an opportune time to take a look at whether or not we have been trying to do too much for too many, thus spreading the available resources to thin.

INCREASE IN IHS BENEFICIARIES

Can you give us an estimate of the increase in the number of IHS beneficiaries over the past 5 years as a direct result of legislative, judicial or administrative action?

Dr. JOHNSON. OK. We have increased the number of tribes that have been recognized either through act of Congress or through court decisions. Off the top of my head, I would say we have something like, oh, maybe 16 tribes depending on how you count. If the southern Paiutes are one tribe, there are 16. If the Paiutes are five tribes, I guess it's 20.

Senator McCLURE. But that didn't change the numbers of people.

Dr. JOHNSON. No.

Senator McCLURE. Like Texans. Are they one State or five. It depends on which Texas you're talking to.

Dr. JOHNSON. That's right. The total number of people that have been involved in that particular process is about 15,000.

There is another group of people—I think it's a little murky as to how they should be classified, and I'm talking about the California Indians. There are some, close to 50,000 California Indians, and one might question whether they came in by administrative action, a policy decision that Mr. Finch made back in the early 1970's, whether they came in by act of Congress when Congress began to appropriate specific money to them back in the early to mid-1970's, or whether they really came in finally through the legislative process of the Indian Health Care Improvement Act. But nevertheless they are now part of the Indian Health Service beneficiary group, and that is a fairly substantial group.

Administratively, if we assume that the Californians were not done administratively but legislatively, we have had some—well, let me take one more legislative one. The Indian Health Care Improvement Act extension last fall potentially expanded our beneficiary population by including urban Indians in the State of Arizona. But that has not had a direct effect yet because there is a trigger on that one. They are not to be included until money is specifically appropriated for them.

But again it is a potential additional, I would suspect, something like 12,000 that would be included in that. Of course, that opens the door—you know, when you start doing that. Then we go to each other State that says why urban Indians in Arizona and not in New Mexico or elsewhere? Administratively then it is a little more difficult.

When we published our so-called on or near regulations for contract health services, we expanded services to some extent in some places, and we perhaps restricted it in others. The total of that I expect just about cancels itself out.

I forgot another congressional one. In the Indian Health Care Improvement Act extension again, a special clause for certain California Indians was put in, which added, according to the congressional study on that, another 1,200 people who had otherwise been excluded as terminated Indians.

SPOUSE REGULATIONS

The spouse regulations that are out now in temporary form and are certainly not permanent were done to eliminate a problem that HHS General Counsel and the Justice Department have pointed out. We were using an 1888 law primarily because that's what the Bureau of Indian Affairs was doing at the time of transfer. That 1800's law said that a white man could not obtain any kind of benefit by marrying an Indian woman. Whereas we could provide services to the non-Indian wife of an Indian male, we were not providing any services to the non-Indian husband of an Indian woman. We were advised that that was not legal under the Civil Rights Act.

Senator McClure. You were advised?

Dr. Johnson. We were advised by our General Counsel and the Department of Justice. The General Counsel then and the Secretary proceeded to put in effect a regulation on a temporary basis pending field hearings and final rule. That made both the sexes eligible.

We do not have a final rule developed from that, but I think the weight of the evidence is that that particular expansion is probably not the one that will come out in the final rule. That's my personal opinion. It doesn't necessarily reflect any departmental decision.

Senator McClure. Do you have written reports, written opinions from your solicitor and the Department of Justice on that issue?

Dr. Johnson. Yes, we do.

Senator McClure. Would you provide those for the record, please.

Dr. Johnson. Certainly, we'd be glad to.

[The information follows:]

Emery A. Johnson, M.D.
Director Indian Health
Service

JAN 27 1977

Sidney Edelman
Assistant General Counsel
for Public Health

IHS--Contract Health Services--Comment on Proposed Regulations From the Office of Indian Rights, Department of Justice--G.C. Ref.: 76-3410; 77-118

We are forwarding for your consideration the attached letter from James H. Schermerhorn, Director, Office of Indian Rights, Department of Justice dated January 12, 1977, which addresses two issues with respect to the proposed regulations on contract health services: (1) transfer of Indian patients from hospitals located near Indian reservations to IHS facilities and (2) exclusion of non-Indian husbands of eligible Indians. 1/ Mr. Schermerhorn requests a meeting to discuss these issues. We will arrange for such a meeting on the first issue directly with members of your staff.

With respect to the second issue, reference is made to our memorandum of October 5, 1976 which forwarded a letter dated September 30, 1976 from Mr. Schermerhorn concerning the provision in section 36.12 (a)(1) of 42 C.F.R. which grants eligibility for IHS services to non-Indian wives of eligible Indians but does not include non-Indian husbands. In response to our request for information on how that regulatory provision is applied in practice, the IHS Area Offices reported that non-Indian husbands of eligible Indians are in fact denied IHS services on the basis of the regulation and on the basis of 25 U.S.C. 181, which states in pertinent part as follows:

> No white man, not otherwise a member of any tribe
> of Indians, who may on and after August 9, 1888,
> marry an Indian woman, . . . shall by such
> marriage acquire any right to any tribal property,
> privilege, or interest whatever to which any
> member of such tribe is entitled.

Upon reconsideration of our earlier position as to the applicability of this provision, we now agree with Mr. Schermerhorn that it is not a legal barrier to providing IHS services to non-Indian husbands of eligible Indians for the reason that providing for the eligibility for such services of non-Indian husbands would not stem from "any right to any tribal property, privilege or interest." Non-Indian wives of eligible Indians were granted such eligibility by section 36.12(a)(1) of the regulation not because of any right to tribal property, privileges or interests they may have acquired through marriage, but because, in the judgment of the Indian Health Service, to serve them as a member of an Indian family furthered the statutory end of conserving the health of Indians, (42 U.S.C. 2001 et seq.). The same statutory purpose may be similarly served by including non-Indian husbands of eligible Indians in the population served by IHS. Thus, as establishing eligibility for IHS services for non-Indian husbands would be based upon the authority of the Service to conserve the health of Indians, and not upon "any right to any tribal property, privilege or interest", we do not view 25 U.S.C. 181 as a bar to amending section 36.12(a)(1) of 42 C.F.R., as well as section 36.23(a) of the proposed regulations on contract health ser-

---

1/ Section 36.23(a) of the proposed regulations on contract health services includes non-Indian wives (but not non-Indian husbands) of eligible Indians.

vices, to provide eligibility to non-Indian husbands of eligible Indians.

We note that we have received a memorandum from the Civil Rights Division of this office advising us of its view that allowing eligibility to non-Indian wives of eligible Indians but not to non-Indian husbands of eligible Indians creates an unconstitutional classification based on sex which is not legally defensible. 2/ We concur in that opinion and suggest that non-Indian husbands and wives of eligible Indians be treated similarly in regard to their eligibility for IHS services i.e., either include both or exclude both. Since, as indicated earlier, we no longer view 25 U.S.C. 1S1 as a bar to including non-Indian husbands, the determination of this issue is a policy matter.

As the decision on this issue will affect not only the regulation at 42 C.F.R. 36.12(a)(1) discussed above, but also a similar provision in the proposed contract health services regulations, which will shortly be reviewed and redrafted for publication as a final regulation, we would appreciate your views as soon as possible so that we may coordinate the necessary amendments to both of these provisions.

JAN 12 1977

Mr. Sidney Edelman
Assistant General Counsel
for Public Health
Room 4A-53
Parklawn Building
5600 Fishers Lane
Rockville, Maryland 20852

Dear Mr. Edelman:

We recently had the opportunity to review HEW's proposed regulations on the provision of contract health services to Indians (41 Fed. Reg. 46792 et seq.). Our office has had some experience in dealing with hospitals that provide such services to Indians and we would like the opportunity to share our ideas with you and other interested HEW personnel as to how these regulations and/or contracts might be changed to better insure that Indians are granted equal access to all services provided by these facilities.

Thus far, our office has filed and settled two law suits against hospitals located near reservation areas. In both instances, the hospitals followed a practice of referring Indian emergency room patients to a nearby IHS facility. In many instances, the

---

2/ Memorandum from Margot Champagne to Sidney Edelman dated July 21, 1975 entitled "Indian Health Service--Classifications Based on Sex."

transfers posed a serious medical risk to the patient which could have been minimized or avoided by following proper procedures prior to transfer. We would like to discuss the issue of when, if ever, such transfers are warranted in light of the fact that similarly situated non-Indians are treated at these facilities. Secondly, we should explore what procedures these hospitals should follow in effectuating a transfer to an IHS facility.

We are also interested in discussing that part of the proposed IHS regulations which apparently limits services to families where the male head of household is Indian. We represented the Secretary of Interior in a law suit which challenged the validity of a similar restriction on receipt of BIA general assistance. We advised him that, in our opinion, his policy was unconstitutional and he agreed to change it.

We would appreciate the opportunity to meet with you and any other persons at HEW who may have an interest in these matters. If you are agreeable to this suggestion, would you please contact our office so we can arrange a mutually convenient time for the meeting.

Sincerely,

J. Stanley Pottinger
Assistant Attorney General
Civil Rights Division

By: James M Schermerhorn
James M. Schermerhorn
Director
Office of Indian Rights
Telephone: 739-4151 .580

Senator McCLURE. I'll not make any further comment at this time, but you know the extension of that argument gets a little ridiculous at some point. That's why I want to look at it, to see whether or not it's ridiculous at the beginning.

Dr. JOHNSON. I think the reason——

Senator McCLURE. Does that mean the white wife of a black man can be discriminated against on the basis of his race and, therefore, have a cause for civil rights actions or preference in employment or qualification for small business set-aside or small business contracting? Just where does that lead us, if we apply that kind of a criteria?

Do you have any firm figures on the number of additional people who would be eligible for benefits should these regulations take effect?

Dr. JOHNSON. No; we really don't have that. It was done, as I said, to get us into conformity. We did it that way. And I might just spend a minute to share with you why we did it.

It seemed to me that in carrying out our fundamental charge in our legislation to conserve the health of Indians, we do not conserve the health of the Indian population if the mother who was carrying an Indian baby does not have available prenatal care.

I can remember my early days as a reservation physican, where 95 percent of my deliveries I had never seen before. That meant that they were without prenatal care. It is an experience that I would not want to repeat as a physician and it certainly does not bear well for the mother or for the infant. Historically, we have felt that we had a need to deal with that infant as he was developing within the mother. Rather than simply cut that off abrubtly, we went the other way to be conforming.

We are now struggling with the process of how can you do both things, stay legal and yet not subject this unborn baby to the potential of a poor start in life because the mother does not have access to health service. It is a very, very difficult end of the problem.

Senator McCLURE. I think you've identified one of the most difficult areas, but there are others which do not lend themselves to the neat distinction that there is an arbritrary and inflexible rule. We do the same things in veterans' care. We have to determine whether or not we're going to extend the same level of care to veterans' dependents as we do to the veteran. There is a dependency question involved, not just simply the relationship question.

Does it mean that the spouse of a veteran has the same rights to veterans' benefits that the veteran himself or herself has? I think we will want to take a look at that rather carefully.

I would suggest that the Department, aware of the problem as you are, would want to move very slowly to implement the regulations that have such a massive impact.

We had public witnesses from the Portland area testify that if the regulations took effect the beneficiary population in that area alone would increase by up to 50 percent. What is that going to do to the quality of health care for those to whom we are trying to deliver health care, the ones for whom we have a very direct and primary responsibility?

Certainly the prenatal question is a different question.

Dr. JOHNSON. That is, Mr. Chairman, sort of the direction that our thinking is now going. If you can separate that out or something different from the other kind of issue, then we may have a solution. We really need some Solomon to resolve this particular one. The Department is quite aware of it and quite concerned with it. I think we are trying to move as rapidly as we can toward a final rule. I suspect it will be quite different than the one we now have as an interim rule.

INCREASE OF INDIAN POPULATION

Senator McCLURE. You have identified some relatively small population groups, small in percentage to the total numbers of people that you are dealing with. Could you give us a percentage increase in the numbers? Perhaps you could do that for the record. That would be more accurate.

Dr. JOHNSON. It would probably be somewhere around 10 percent.

Senator McCLURE. A 10-percent increase by a combination of legislative, administrative, and judicial actions?

Dr. JOHNSON. That's correct.

Senator McCLURE. How much has the population grown, through increased birth rates and the drop in mortality rates?

Dr. JOHNSON. The Indian population, of course, is growing at the fastest rate of any population group in the United States. It is growing something in the neighborhood of between 2 and 3 percent a year, whereas in the rest of the population, we are down almost to zero population growth. We do not have available yet the 1980 census. We are still using our projections based on 1970, and that shows that our population is more than double over this period of time. We used to talk about 350,000 Indian service population. We are now up almost to 800,000, actually 795,000.

Senator McCLURE. Well, in less than 30 years it will double again?

Dr. JOHNSON. That would be correct at the present rate, and as was pointed out, the birth rate is about double that of the general U.S. population. The infant mortality rate is now down almost to the general population.

And another point that I think we need to make, the Indian population is a young population, the median age of the Indian population is about 18 years. The median age of the general U.S. population is 28 years. So we are having a large bulge of people that are moving into the reproductive years, and I do not see any potential for a leveling off of this population for a good many years under the present circumstances. Quite the opposite.

Senator McCLURE. Under the possibility that the regulations as suggested for the spouses of Indian people would be covered, is it fair to say that most of these new beneficiaries do not live on or near reservations and would have to be served through contract care rather than direct services?

Dr. JOHNSON. Essentially all of them, Mr. Chairman, would live on or near the reservation, because that's basically what our program is for.

CIVIL RIGHTS

Senator McCLURE. How do you distinguish between civil rights on the basis of whether they live on or near a reservation as distinguished between being an urban resident?

Dr. JOHNSON. Well, we have the benefit of a Supreme Court decision, *Ruiz* vs. *Morton*. This was against the Department of the Interior, but since it was based on the same legislative base that we have, the Snyder Act, it would clearly apply to us. The decision stated that when the resources are inadequate to provide to everyone who might be covered the agency may establish reasonable rules. One of the reasonable rules that the court accepted was the fact that the Bureau of Indian Affairs historically has talked about serving Indians who live on or near the reservation.

Senator McCLURE. But that's quite a different question than the one whether or not the civil rights of the spouse are violated or the civil rights of the Indian person are violated by the refusal to extend service to the non-Indian spouse. I don't think that same parallel would follow at all.

Dr. JOHNSON. OK. Now we're getting into things that are beyond me. We're talking about legal issues. Our General Counsel, the General Counsel of the Department, takes a position that the relationship between the Federal Government and Indian people is not a Federal Government to individual person relationship. The relationship is between the Federal Government and the tribal government, and those people who are within the jurisdiction of the tribal government are the ones that the program is set up to serve. In contrast to the veteran, for example, our General Counsel says there is not an individual Indian entitlement to services.

Senator McCLURE. But the civil rights question does not derive through the relationships of the Federal Government and the Indian tribes; it derives under the Constitution to each individual in our society.

Dr. JOHNSON. Right.

Senator McCLURE. A totally different rule.

Dr. JOHNSON. Right.

STATUTORY DEFINITIONS

To perhaps go a step further, one of the complications of Federal Indian programs is the lack of a clear definition of who in fact is an Indian for the purposes of services. The Indian Health Service has, I believe, four separate statutory definitions. We have the Snyder Act definition which says Indians throughout the United States, otherwise undisclosed what that means. We have in the Indian Reorganization Act a set of definitions that relate to Indian preference. These definitions talk about the members of Federally recognized tribes. They talk about someone of Indian descent with 50 percent Indian blood. They talk about certain folks who lived on the reservation on some day in 1933. So you have that one.

Then in the Indian Health Care Improvement Act we have two additional definitions. We have one definition that talks about members of Federally recognized tribes and those folks in Alaska who were defined in the Alaska Native Claims Act. And then we have a second definition which includes all kinds of State Indians and terminated Indians and other kinds of folks.

So, when we are asked to manage a program called an Indian Health Service, then we have to try to sort out which of these several definitions applies I think even as I talk to tribal leaders, and I'm not speaking for them in any general sense, but my sense is that there is a good deal of concern on this business of defining an Indian for the purpose of Federal services. The time may be coming, if it is not already here when some clear legislative guidance needs to be made as to who is in fact an Indian for the purposes of the Federal Indian programs. And I think that would get at, Mr. Chairman, most of the issues that you are dealing with. They are not, in my judgment, solvable in any finite way through the administrative process of trying to juggle four different sets of definitions within the single program.

Senator McClure. There are some additional complications that we could go into that are presented by the Indians themselves as they seek to make distinctions which in some instances are not recognized under the statute. But, under these proposed regulations, in addition to a non-Indian spouse, would certain other non-Indians become eligible for services as a result of a living situation or dependency test under the proposed regulations?

ELIGIBILITY OF OTHER NON-INDIANS

Dr. Johnson. They would not become eligible. They, in fact, have been eligible, to the best of my knowledge, since the transfer of the program in 1955. Again, I was obviously not here to understand the process by which those original regulations were developed. But based on the Transfer Act in which our guidance was to conserve the health of Indian people, the General Counsel at that time came to the conclusion that a non-Indian dependent residing in the household could, in fact, be detrimental to improving the health of that family unit if they did not have access to health services. So that particular regulation has been in effect now for some almost 26 years.

Senator McClure. There would be no further extension of that under the proposed regulations?

Dr. Johnson. No, sir. It simply makes clear something that has already been there.

Senator McClure. Would you provide for the record the background that you referred to, the opinion of the regulation that has been in effect?

Dr. Johnson. Yes, certainly.

[The information follows:]

E. S. Rabeau, M. D.
Director, Division of Indian Health

April 30, 1968

Harmon D. Maxson
Public Health Division
Office of General Counsel

Indian Health - Revision of Indian Health Manual, Chapter 1, Indian Beneficiaries

Reference is made to your memorandum of October 17, 1967 requesting review of the proposed revision of Chapter 1 of the Indian Health Manual to determine whether the policy reflected therein falls within the scope of the PHS regulations on Indian health, 42 C.F.R. 36. At the April 10, 1968 conference in your office attended by you, Dr. Kenichi Nishimoto, Chief, Management Appraisal Services, DIH, Miss Marion Andrews, Chief Social Worker, DIH (on detail to Office for Indian Progress), Mr. Robert T. Hollinger, Chief, Legal Services Branch, DIH, and Messrs. Edelman, Klapps and myself of this office, it was determined that the existing regulations appeared to be sufficiently broad in scope to encompass current policy and practice and that the revised manual should serve as an internal instruction reflecting said policy.

On April 16, Miss Andrews and Dr. Nishimoto met with me to modify the wording of the proposed manual revision along the lines discussed at the April 10, 1968 conference [1] and we agreed on the following revision.

Change Section 2-1.2 to read as follows:

"2-1.2 PERSONS TO WHOM SERVICES MAY BE PROVIDED

A person may be regarded as within the scope of the Indian Health program if he is not otherwise excluded therefrom by provision of law, and:

A. Is of Indian and/or Alaskan Native descent as evidenced by one or more of the following factors:

    1. Is regarded by the community in which he lives as an Indian or Alaska Native.

    2. Is a member, enrolled or otherwise, of an Indian or Alaska Native Tribe or Group under Federal supervision.

    3. Resides on tax-exempt land or owns restricted property,

    4. Actively participates in tribal affairs,

    5. Any other reasonable factor indicative of Indian descent; or

B. Is an Indian of Canadian or Mexican origin recognized by any Indian tribe or group as a member of an Indian community served by the Indian Health program; or

C. Is a dependent (Indian or non-Indian) of a person qualifying under A. or B. above, and resides in the household of such qualifying person."

---

[1] See memorandum (Maxson to GC Files) of April 12, 1968, on the above subject.

Change Section 2-1.3 to read:

"2-1.3 DIVISION POLICY

A. It is the policy of the Division of Indian Health to ascertain that needed health services are in fact available to each person who is recognized as within the scope of the Indian Health program.

The Division is therefore primarily responsible for:

1. Providing all services available at a DIH facility to any person within the scope of the Indian Health program who presents himself at the facility and for whom the DIH facility is more accessible than other programs and resources.

2. Identifying alternate resources for which the persons within the scope of the Indian Health program may be eligible.

3. Coordinating provision, to all persons within the scope of the Indian Health program, of comprehensive health services from existing sources.

4. Determining whether resource agencies will, in fact, provide necessary assistance. Alternate resources may be county, State or federal programs, such as County Welfare, Medicaid, Cripped Children's Program, Medicare, Veterans Administration, etc.; official or voluntary health agencies; employee health insurance; 1/ accident insurance; etc.

B. If the alternate resources cannot or will not provide the necessary assistance, the Division may provide it based on the relative medical urgency of the case and the current availability of Division resources, particularly CMC funds.

C. Persons within the scope of the Indian Health program in one area will be provided available medical and/or other related services by any other area in which they may require health services.

1/ See Part i, Chapter 4, Section 2-4.2C regarding civilian employees of the Division.

PERSONNEL QUARTERS, LODGE GRASS

Senator McCLURE. $780,000 for construction of personnel quarters at Lodge Grass is proposed for rescission. When will that facility be open?

Dr. JOHNSON. That facility should be open sometime within the next fiscal year.

Senator McCLURE. Is there housing available in the community which IHS could secure for your staff?

Dr. JOHNSON. The Lodge Grass community is a small rural Indian village between Crow Agency, Mont., and Sheridan, Wyo. This is reservation land, and there is no private housing market there at all. In fact, there isn't even availability of land that one could use for a private housing market.

Senator McCLURE. Are there any existing Government-owned quarters associated with it?

Dr. JOHNSON. No; there have been no direct services provided at Lodge Grass. So this is an entirely new area for us. There are no quarters there at all.

Senator McCLURE. Funds were requested for 12 units of quarters at Lodge Grass. The original January budget showed a request of 24 staff for the facility. Where would the other half of the staff live? Or are they all uniformly married and living together?

Dr. JOHNSON. It is our estimate, based on experience that we have had and the kinds of jobs to be filled and so forth, that the others would be what we would call local hires. They would be Indian people who live in the community and who would have their own housing. The quarters we're talking about are primarily for professional staff—doctors, dentists, folks like that that we would have to bring in who would not normally be found living in that community.

LODGE GRASS STAFFING

Senator McCLURE. As the revised budget does not request any additional positions to staff Lodge Grass, have you reduced the number of personnel who will be assigned to that location in view of the fact that they would have to be reassigned from current duties?

Dr. JOHNSON. Yes; I am sure that the eventual number would have to be somewhat diminished, and we would have to provide our analysis of that for the record.

Senator McCLURE. If you would do that please.

[The information follows:]

A minimum of 14 positions have been identified as required to open the Lodge Grass Health Center to provide health services. These positions include: a primary care provider (physician); registered nurse; nursing assistant; X-ray technologist; laboratory technologist; pharmacist; medical records clerk; maintenanceman; housekeeper; dentist; dental assistant; facility director, secretary; and a transportation/supply and property clerk. The Billings area office has been contacted as to this reduction in staff and concur.

PROPOSED RESCISSION

Senator McCLURE. A total of $4.4 million for design and first phase construction of three outpatient care facilities is proposed for rescission.

Realizing it will be June before final action is completed on a rescission bill, could any construction actually take place this fiscal year if the rescission were not approved?

Dr. Johnson. No, sir. There would be no way to get those under construction during this fiscal year.

Senator McClure. Of the $4.4 million, how much is for design and how much for construction?

Dr. Johnson. About $670,000 of that is actual design cost.

Senator McClure. How much of that could be expended in this fiscal year if the rescission is not approved?

Dr. Johnson. That, of course, would all be obligated to architect and engineering contracts.

Senator McClure. It would be and could be obligated this fiscal year?

Dr. Johnson. Oh, yes, certainly.

Senator McClure. Are there existing clincis in any of these areas?

Dr. Johnson. At Anadarko, Okla., there is an existing substandard "store front" clinic which the IHS leases from the BIA. This facility was not designed or built for providing health care and is totally inadequate for this purpose.

At Tsaile, Ariz., there is space in a double wide trailer at the Navajo Community College that is used as a school health clinic. Some care is also provided for nonstudents.

At Huerfano, N. Mex., there is a small one room clinic that is housed in the Chapter House. Some service is provided by contract with Presbyterian Medical Service—PMS. This is limited sevice and does not provide for the comprehensive need of the Navajo people of this area.

EQUITY HEALTH CARE FUND

Senator McClure. A total of $16 million is requested for the equity health care fund in fiscal 1982, an increase of $8.1 million over the current level. This will be directed to 71 tribes in level IV. Is that the total number of tribes in the level?

Dr. Johnson. No, the total number of tribes in that level IV is 144.

Senator McClure. How were the 71 selected?

Dr. Johnson. There are two different cuts on that. First of all, we have taken what we call the four core clinical services. The whole equity health care fund goes back to President Nixon's Indian message and the legislation which derived from that. In the Indian Health Care Improvement Act, the concept was established of a uniform benefits package. My legal folks say it's not a benefits package in the insurance sense.

The Congress defined a benefits package of services and a level of quality which should be attained in the program. That included such things as in-patient care, ambulatory care, dental services, contract health services to support these activities, preventive health services, mental health and so forth. And they were all defined in the act.

We then put together a process to use a common measure of adequacy for each of the tribes against what I will still call a benefits package. The tribes, then, did their tribal health planning. That was finally sent to the Congress as part of the Secretary's report, as required by the act, last April, just 1 year ago today.

The process then was to establish a mechanism to take those tribes that for one reason or another had been left out of the funding process and to try to bring them all up to a common level which we say in the Department should be at roughly the midpoint of level III by the end of this next 4 years of the Indian Health Care Improvement Act.

We are putting our priority this coming year on what we call the core services—that is, hospital care, ambulatory patient care, dental services, and the contract health services that support that kind of activity. We then take a look at the tribes that are in level IV. We took those that are at the low end of level IV, and they are the ones that are given the funding to bring them up to the high end of level IV.

It is our hope, then, in succeeding years and through other adjustments in the budget process to move all of the tribes out of level IV and up into level III by the end of this 4-year period of time.

Senator McCLURE. Were they the ones at the lower end of level IV?

DISTRIBUTION OF EQUITY FUND

Dr. JOHNSON. Yes, that's correct. At the bottom end of level IV. As you know, level IV has a 20-percentage point spread-out.

Senator McCLURE. How many of the 71 tribes would move from level IV to level III?

Dr. JOHNSON. None of them.

Senator McCLURE. How many of the 71 received a portion of the $7 million available this year to move from level V to level IV? All of them?

Dr. JOHNSON. We had 52 that were in level V that moved up to level IV. Most of those will also be included in the 71, because clearly they were the ones that were the farthest behind.

Senator McCLURE. What is the total estimated cost of equity funding to bring all tribes to a consistent funding level?

Dr. JOHNSON. To get all the tribes up to level III, which is sort of the mid-range of this, would be about $50 million.

Senator McCLURE. $50 million?

Dr. JOHNSON. Right. I should point out, Mr. Chairman, that it has been the policy of the Administration, and I think also guidance from the Congress, that all of the health needs of Indian people are not to be met through the Indian Health Service appropriation, that to the extent that they are eligible for other services—medicare, medicaid, other third-party programs—that those are also part of that resource base. And since in finetuning this process, we are including in the resource calculations those resources they get from sources other than the Indian Health Service. This is a relatively new process and is not totally refined.

Senator McCLURE. But your estimate is still $50 million additional necessary to bring them up to a consistent level?

Dr. JOHNSON. Right. But that is subject to adjustment as we see what other resources—medicare, medicaid, or other things—might be made available.

Senator McCLURE. Is the $50 million the total amount of money that's necessary, or just that through IHS?

Dr. JOHNSON. That's the total amount that's necessary.

Senator McCLURE. The total amount. Now some of these other funds outside are also being cut; is that not correct?

Dr. JOHNSON. Yes.

Senator McCLURE. That won't increase the amount of $50 million?

Dr. JOHNSON. It could, in fact, increase it. I don't think we could predict very carefully right now what the impact is—the extent, for example, of whether the medicaid cap is going to have a significant impact on the availability of that particular funding source. It may, or it may not.

On the other hand, improving increasing access to some of these other resources through better management of some of the block grant programs might, in fact, increase their access to services.

Senator McCLURE. The fiscal 1981 Senate report states the amount of the equity fund should not be considered as satisfaction of IHS obligations under the court order, but rather as an aid to reallocating IHS resources.

Did IHS reallocate any resources to the Rincon tribes in fiscal 1981, and do you intend to reallocate resources in 1982, other than the money in the equity fund?

REALLOCATION OF RESOURCES

Dr. JOHNSON. I think we need to put this into the perspective of carrying out the intent of our statute. I think certainly Rincon has been very helpful in keeping everybody's attention on the problem. But the process was developed not as a response to Rincon; it was developed considerably before any of us even knew that Rincon existed.

The Congress, in passing the Indian Health Care Improvement Act, made a very clear point. I recall the authors, Senator Jackson and particularly Senator Paul Fannin who coauthored the bill, making a very important point that we should develop an incremental process to provide these resources, that to put large sums of money into problems was wasteful and certainly would not be cost effective.

So it has been our feeling that in developing the equity fund, we try to develop it in the sense of how much money is a reasonable amount to be expanding programs tribe by tribe in any one given year. To try to do it all at once would, I think, not be consistent either with good management or with the congressional intent.

So, for example, in 1981 there was about $5.5 million available to the tribes in California. That, in our judgment, was going to stress them sufficiently to use adequately and that there is no purpose, in my judgment, of adding more to that. It's our feeling that the amount that we have identified for them in 1982 is also about the marginal or the maximum amount that they could efficiently use. And that's part of the process that we're using to try to do this incrementally over the next several years, rather than in one big jump.

Senator McClure. The Senate report further states that, and I quote: "The fund is only intended to soften the impact of Rincon's implementation during fiscal 1981."

One interpretation of that sentence is that the Senate considered the equity fund to be a one-time infusion of money into the system which would allow for the more orderly redistribution of existing resources among all the tribes.

Why have you interpreted the language to mean that we have set up, if not a permanent, at least a multi-year fund?

Dr. Johnson. I'm not sure, Mr. Chairman, that we have necessarily interpreted that that's what the Congress has set up. I think we're saying that that's what the administration is proposing—a mechanism to provide the parity that the Indian Health Care Improvement Act——

HEALTH EQUITY FUND—MULTIYEAR

Senator McClure. But you're suggesting this fund is a multiyear fund?

Dr. Johnson. Yes, sir.

Senator McClure. You're suggesting that that's a proposal that it be a multiyear fund?

Dr. Johnson. Yes.

Senator McClure. Which?

Dr. Johnson. It is an administration proposal that we have this as the mechanism to use to provide this parity that the law required over the next several years.

Senator McClure. That's easier than reallocation of resources, isn't it? It gives you additional resources?

Dr. Johnson. Yes, it does. And it also, I think, eliminated a lot of the disruption that would happen in certain tribes that have been able to develop good programs, if you have to start dismantling them.

Senator McClure. If, as a matter of fact, the Congress didn't agree with you and make it a multiyear fund, then your failure to reallocate would leave you again with a dilemma, wouldn't it?

Dr. Johnson. Well, the dilemma would be rather simply solved. It would simply mean that we would have to reduce funding to many of the tribes.

Senator McClure. Isn't this, then, a back door way of requesting additional funding?

Dr. Johnson. I don't think it's a back door way; I think it's a very up front way. We have said quite explicitly the purpose for which we want money, and this is how we're going to use it. It certainly is a way to get additional funding——

Senator McClure. If you had additional funding in the regular funds, you wouldn't have to ask for this particular one?

Dr. Johnson. I would think we would want to do it this way. I think this is, as I said, a very up front, a very orderly way of beginning to address the problems that have arisen over the past. As you may be aware, the Indian Health Service program has largely expanded over the last 10 years, in my experience, through add-ons by the Congress, not through the orderly administrative process of a Presidential request. And the tendency has been, I'm afraid, for it to be specific—so much for this tribe, so much for that tribe. And as a result, quite frankly there has become, I think, a very serious imbalance one tribe to the other. This is our position, the administration position, our way of addressing that imbalance in an ordered, measured way.

Senator McClure. If additional program funds in other activities were appropriated would these also be apportioned to the tribes receiving money from the equity fund?

Dr. Johnson. Yes; unless Congress specifically designates funds for a tribe, any resources received by the Indian Health Service—IHS—for the provision of health services regardless of the subactivity in which they are received are apportioned according to the IHS health services priority system. The IHS Health Services priority system arrays tribes in five categories of need. The tribes with the greatest needs have a higher priority for receiving funds.

Senator McClure. Would you please provide for the record a statement listing the program reductions and increases by area and activity which would be required to meet the intent of Rincon in fiscal year 1982 if we did not appropriate the additional $8 million you have requested.

Dr. Johnson. If funds were not appropriated to meet the intent of the *Rincon* decision the Indian Health Service headquarters would not unilaterally reduce programs from the headquarters level. The IHS headquarters would assign each area that was to be reduce da dollar level reduction based on the analysis of the most current program and budget data available. Each area to be reduced would be required to meet with the tribal representative served by it and make the necessary program reductions in concert with the tribal representative.

Senator McClure. I am going to submit a number of questions with respect to alcoholism projects, and I skip over them now not because of lack of interest but because of lack of time. I want to go directly to urban health projects.

URBAN HEALTH PROJECTS

For urban health projects, a $4.5 million is requested, a decrease of $4.4 million below the fiscal 1981 appropriation. How will the decisions be made as to which projects will continue to receive Federal support?

Dr. Johnson. Our plan, Mr. Chairman, is to meet with the representatives of these 41 urban projects and to solicit from them their advice and their recommendations as to the most effective way of distributing that reduction. I have been in discussion with the leaders of these groups for some weeks now. I know that they are discussing this among themselves. You can have a very simplistic approach and say, "Just cut everybody in half." You can take an approach which said that there is some minimal level of survival that ought to be preserved. You can take the position that those that are actually delivering services ought to be maintained, or you can take the position that those who are just helping people scratch their way into health services from other sources ought to take it.

I think a consultation with that constituency is going to be a very helpful way for us to make the best possible set of decisions on that. It will not be easy, but I think they're very realistic about it and will be very up front in helping us with that.

Senator McClure. It has been argued that urban Indians, by definition, have access to a wider range of services than reservation Indians, and they also have a greater chance of being covered by health insurance plans through their place of employment than reservation Indians.

If we accept as a given fact that budget reductions are going to occur, how can we justify continuing urban programs when we may not be even able to adequately staff health service and hospitals on reservations where there is no alternative to the Indian Health Service.

Dr. Johnson. I think, Mr. Chairman, the observations that you made are absolutely correct. The reservation population essentially has no other alternative, and the urban groups have.

Senator McClure. Should we then in our budget indicate that priority?

Dr. Johnson. I think, Mr. Chairman, that is what the administration is recommending in its budget for you. I would like to point out this is not in any sense denying either the need for the urban Indian programs or neglecting, I think, the very outstanding contributions they have made to improving the health of Indian people in the city. In spite of the access theoretically to a lot of health services, I think it's been very adequately shown that in many respects they were not getting access to that. We have some good studies now that show the contribution that they made.

But I think the bottom line is, if you have to make a decision and set a priority between the reservation programs and urban programs, clearly the priority must go to the reservation programs.

INDIAN HEALTH FACILITIES

Senator McClure. The request for Indian health facilities is $8.1 million, a decrease of $76.3 million below fiscal 1981 appropriations. The major reduction in this area is termination of the sanitation facilities program which provides water and sewer hook-ups to Indian homes constructed by the Department of Housing and Urban Development or the Bureau of Indian Affairs.

Dr. Johnson, HUD has indicated, even without new starts for Indian housing, there are sufficient units in the pipeline to continue construction at a level of 4000 units annually for some years to come. The Bureau is also continuing the housing improvement program, although in a highly different form.

Was this budget request coordinated with the Bureau and HUD?

Dr. Johnson. I think, Mr. Chairman, obviously it was not. We have had several hearings over on the other side of the Hill in which the representatives of HUD have adequately put that on the record. It comes as no surprise to any of us.

Senator McClure. As you know, the House did add $23 million. Several years ago, a similar initiative was taken on the Senate side when $75 million was provided in a supplemental; $50 million is presently available in fiscal 1981, which is $16 million more than the 1981 budget request.

How is that during a 4-year period when Congress has been approving and, indeed, increasing the regular budget requests for sanitation, you have required an additional $100 million to keep pace with the housing program?

Dr. Johnson. The HUD housing program had a great deal of difficulty in getting off the ground. I don't have figures in my head, but I'm sure we could provide them for the record. When they started out, as I remember they were going to build 6,000 units or start 6,000 units a year—30,000 units over 5 years. And if my recollection is correct, they perhaps put 1,000 or 2,000 units under construction the first year, and it sort of stayed that way.

So we were budgeting early on for a production on the part of HUD that simply never came off. During the last 3 years, HUD's system began to take hold, and they began to deliver 3,000, 4,000, 5,000—I don't think they ever got to 5,000—but 3,000 or 4,000 units in a little over 1 year. And so what's happened is that HUD has simply caught up to us.

Senator McClure. But you don't seem to recognize that in your current budget request.

Dr. Johnson. That was, in all truth, the reason for the supplemental request—to point out that we, in fact, were going to be behind HUD this current fiscal year by some 1,600 units. The original supplemental request was for that purpose.

SUPPLEMENTAL FOR SANITATION

Senator McClure. If you're asking for a supplemental on one hand, why are you asking for a $76.3 million decrease on the other?

Dr. Johnson. The reason, Mr. Chairman, was the decision to discontinue the Indian housing programs but not recognizing the pipeline problem.

Senator McClure. What is the average IHS cost per unit to provide water and sewer service to new homes? You might distinguish Alaska from the lower 48.

Dr. Johnson. The average cost in the south 48 is about $8000; we can give you exact figures. In Alaska, I would say it probably runs between $12,000 and $15,000, depending on the type of system you put in.

Senator McClure. Would you give us the figures on that?

Dr. Johnson. Yes, we'd be glad to give you exact figures.

[The information follows:]

The latest year for actual costs is fiscal year 1980. The following unit costs were experienced for homes provided sanitation facilities in fiscal year 1980.

[Per home]

All areas	$7,053
All areas less Alaska	5,206
Navajo Reservation	10,451
Alaska	17,068

SANITATION FACILITIES

Senator McCLURE. GAO reviewed the operation and maintenance problems associated with sanitation facilities which are the responsibilities of the tribes. In most instances, required maintenance was not being provided due to lack of funds.

May we assume that the tribes lack funds because they don't aggressively pursue the collection of water and sewer fees from families receiving services?

Dr. JOHNSON. I think that's a substantial part of the problem. That's correct. The payment of fees for those kinds of services have not been a tradition in the communities, and the same type of problem, I think, that HUD has had or the housing authorities have had in collecting rent. It is improving, I think, a bit. Something like 43 percent of the costs are now being covered by users' fees.

Senator McCLURE. And how much is programed to be covered by users' fees?

Dr. JOHNSON. The total that the tribes are spending is about $21 million.

Senator McCLURE. You say 43 percent is covered by users' fees? Is that what's actually covered, or is that the amount that's programed to be covered?

Dr. JOHNSON. That is what they appear to be collecting.

Senator McCLURE. And what are they supposed to be collecting?

Dr. JOHNSON. In addition to that, the tribes put in tribal money. In other words, they have other sources of income, and another 27 percent of the cost of operating facilities is coming out of tribal income rather than users' fees. Some tribes would rather take it out of general tribal revenue than going through the hassle of trying to collect a bill from everybody every month.

Senator McCLURE. That's 70 percent covered, 30 percent not covered.

Dr. JOHNSON. That's correct.

Senator McCLURE. 100 percent is supposed to be covered, is it not?

Dr. JOHNSON. That's correct.

OPERATION AND MAINTENANCE

Senator McCLURE. How much has the Indian Health Service paid in the last 5 years on maintenance and repair of systems that have been turned over to the tribes for operation?

Dr. JOHNSON. I wouldn't have that immediately available. We actually have not spent a lot of money on actual maintenance. What we tend to do, Mr. Chairman, is spend a lot of time, I guess, and money in technical assistance for the tribes and in trying to help them, get their operation and maintenance organizations to work again. We purchase the equipment for them and supplies and things like that.

In emergencies, of course, we've also gone in and helped them, for example, if there is some inadvertent breakdown of a system that is beyond their capacity. We have helped them in that, but we have not actually gotten into the routine maintenance business, although we've certainly been under great pressure to do so.

But we have tried to be as helpful as we can and yet not step over the line. And I think that's again one of our dilemmas. There was a great deal of discussion when the Indian health care improvement bill was up for renewal this year over the whole issue of operation and maintenance. There were proposals in the field hearings that we be given that responsibility, but the Congress quite clearly decided that wasn't the way to go. And so we are still struggling with helping the tribes to get their funding mechanisms together.

Senator McClure. Now what has been your experience? Is this problem getting better? Are you getting on top of it, or is the problem getting worse?

Dr. Johnson. I think up until now it's getting better. The last study we did showed that 96 percent of the time the systems are up and running. Well, you know, we'd like to see it 100 percent, but 96 percent is pretty good.

Senator McClure. You can live for awhile on capital depreciation, though. You can allow the systems to deteriorate, and then all of sudden instead of 96 percent, it's 36 percent.

Dr. Johnson. Yes.

Senator McClure. What's actually happening out there?

Dr. Johnson. One of the things that gives us considerable concern right now is some of the sources the tribes have been using to help maintain these are also going to disappear. I'm talking specifically about the CETA program. Much of the tribal maintenance has been handled by the tribes' CETA employees, and if they disappear, then the tribes are going to have even greater problems

Senator McClure. Do you have any dollar figure on that or percentage figure.

Dr. Johnson. I can provide that for the record for you.

Senator McClure. Would you, please?

Dr. Johnson. Certainly.

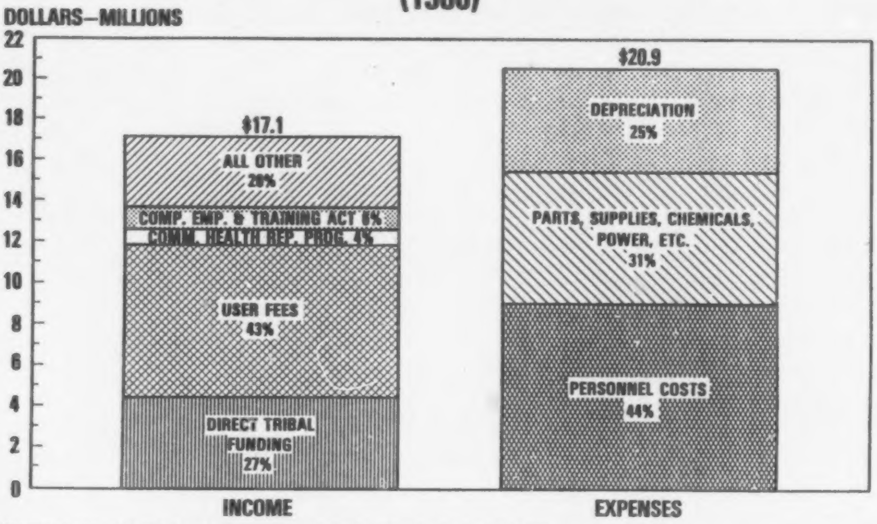
Senator McClure. Would you identify funding sources other than CETA that have been used for routine O. & M.?

Dr. Johnson. We do have some good analysis of this issue that's in summary form that I'd be happy to provide to you for the record.

Senator McClure. If you would do so, please.

[The information follows:]

INCOME AND EXPENSES OF OPERATION & MAINTENANCE ORGANIZATIONS*
(1980)



*BASED ON DATA FROM 272 ORGANIZATIONS SERVING 52% OF ALL SANITATION FACILITIES.

PLANNING AND DESIGN FUND RESCISSION

Senator McClure. The planning and design funds for Crown Point, Kanakanak, and Browning are proposed for rescission. If the funds were not rescinded, has sufficient delay already occurred to obviate the need for construction money in fiscal 1982?

Dr. Johnson. Yes; there would be no reasonable way to put them under construction this fiscal year, and as a matter of fact, in 1982 there would be no need for funding either because it will take you a good year to design the facilities. By the time you go out to get contracts and so forth, we're talking really about 1983 when we actually get down to construction.

Senator McClure. Is that a general pattern? Does it in general take about a year from the date funds are made available for planning and design until the construction funds could actually be obligated?

Dr. Johnson. That's correct.

Senator McClure. Would it be generally advisable to allow for a 1-year lapse between the appropriation for planning and those for construction?

Dr. Johnson. I can't speak for the Department, but my own personal opinion would be that that would certainly be better, not only not to have to rush the planning, but I think it would give this committee a much better idea of what it is that's going to be built. We could come to you with, say, 50 percent working drawings, and we would know exactly what is proposed to be built. For example, one of the facilities that is there for design is Browning. Kanakanak is another one where to some extent we may be using some of the old facility. Certainly with Browning, we're going to be using some of the old facility.

Until you actually have your architect doing the work, we can't really tell you with any certainty either how many square feet will be in the old facility and what's going to be done to that and how much it's going to really cost. If we had the design done in the year that we're talking about, then we could come to this committee a year from now and give you some very explicit answers as to what the cost is. That might help us avoid Chinle issue where again it's a matter of trying to make estimates in the absence of hard data or planning far enough ahead to give you a good figure.

Senator McCLURE. There's danger on the other side, and that is, of course, that we set more planning in process than we can fund for construction. There need to be some preliminary estimates that feed into that consideration so that we wouldn't get ourselves in the position of having employed architects and engineers and so on and wasted the money.

Dr. JOHNSON. I quite agree with you. I think our current estimating procedures, which I'm sure you know have been greatly improved over the last year, will give you that order of magnitude. We can tell you that now close enough for you to make that kind of a decision.

I think when we come down to actual appropriated construction money, it would be much better for you and for us to have, much greater planning done by that time.

Senator McCLURE. Could you submit for us a list of construction projects in which you think it might be feasible for us to attempt that now?

Dr. JOHNSON. Certainly, I'd be glad to.

[The information follows:]

Those hospital facilities that require a larger planning period and would benefit from a 1-year lapse between the appropriation of planning and construction funds are: Crownpoint, N. Mex.; Kanakanak, Alaska; Browning, Mont.; Hopi, Ariz.; Sacaton, Ariz.; and Anchorage, Alaska.

ABOLISH OR RESTRUCTURE THE COMMISSIONED CORPS

Senator McCLURE. The Office of Management and Budget has recently announced it will seek to either abolish the Commissioned Corps or substantially restructure the corps.

As more than 25 percent of the entire Commissioned Corps serves with the Indian Health Service, have you been involved in those discussions?

Dr. JOHNSON. No, sir, we have not.

Senator McCLURE. What are the benefits of being in the Commissioned Corps as opposed to regular civil service employment?

Dr. JOHNSON. The Commissioned Corps is a professional organization that, I think, is ideally suited to people who are, providing basic health services. It is not a 40-hour week; it doesn't deal with nightime differential and overtime and standby pay and all these other kinds of things. As a physician in a hospital or clinic, you see all the patients that are there to see, and you come back when there is need.

I think from that standpoint, it is a much more professional way to deal with health professional people. I think the benefits are one, it's not a timecard punching thing. You do your work, I think economically there are advantages sometimes in being in the corps; there are also advantages sometimes in being in civil service. We have occasional people that flip back and forth between them.

But I think the bottom line is, historically the great majority of our professional staff have opted for the Commissioned Corps rather than the civil service.

Senator McClure. Is that an economic choice, or is it in terms of working conditions?

Dr. Johnson. Well, I think in some instances, it's probably an economic choice, but clearly it's not usually because there are some cases in which the salaries are greater in civil service. I think it's just a sense in which the professional staff tend to seek the Commissioned Corps as the personnel system for doctors, dentists, pharmacists, engineers, and folks like that.

Senator McClure. What percentage of your hospital and clinical staff are members of the Commissioned Corps?

Dr. Johnson. Of the total hospital and clinical staff—it's roughly 8,000—about 2,000 are Commissioned Corps. But if you look at it by category, about 85 percent of the physicians, essentially all of the dentists, almost all of the pharmacists, almost all of the engineers, when you get to those types of professions, the overwhelming majority are Commissioned Corps.

Senator McClure. The National Health Service Corps is also to be terminated. What percentage of your staff come from this program?

NATIONAL HEALTH SERVICE CORPS SCHOLARSHIP PROGRAM

Dr. Johnson. The National Health Service Corps scholarship program is slated for termination, not the National Health Service Corps itself. We are getting each year about 200 scholarship students, almost all physicians. Our physician complement is roughly 650, so a little less than a third would be scholarship students.

Ms. Wormser. Mr. Chairman, if I might interrupt at this point. The National Health Service Corps is going to be expanding between 1981 and 1982 to a level of 2,500. That level will be continued out over the next number of years, rather than the larger number that had been anticipated previously of approximately 9,000.

While the scholarship program in 1982 will not provide any new scholarships, the continuations will be funded. And it's anticipated in 1983, as the pipeline which is now over 6,000 comes down a bit, new scholarships will be awarded, and they're in the process of developing that legislation. So neither the scholarship program nor the field program is slated for termination.

Senator McClure. It's a leveling off of the program?

Ms. Wormser. It's a leveling off to 2,500 and adjusting the pipeline of scholarship recipients in order to meet those needs.

Senator McClure. Thank you.

The administration has stated that this change in the National Health Service Corps will not impact on the supply of medical professionals until the 1990's. Do you feel that is an accurate date so far as IHS is concerned?

Dr. Johnson. Yes. I think based on the information that Ms. Wormser gave you, that it's leveling it off at that level, and the scholarship would be reinstituted to maintain that pipeline, then I think there would be no drop at all in our ability to use that source.

MEDICAID/MEDICARE REIMBURSEMENTS

Senator McClure. Bill language currently prohibits the use of medicaid and medicare reimbursements for planning, design, or construction of facilities. This is a $20 to $30 million annual account.

Might it be reasonable to remove this restriction to allow the use of these funds for construction, so long as the project received prior approval by Congress?

Dr. Johnson. Yes; I would certainly think that would be reasonable. The prohibition, of course, is in the Appropriations Act, and we have been abiding by that. We have asked you from time to time for some approval to use it for temporary buildings and other more major things, and I think that that would give us a flexibility that we would welcome.

Senator McClure. Why have you decided to expand the accreditation process to include clinics?

Dr. Johnson. Again, I think, Mr. Chairman, it goes back to the plan that was put in place by the Indian Health Care Improvement Act. As I mentioned, it identified the scope of services or benefit packages that were to be provided, but also identified for us a quality standard to be sought. And the act specifically refers to the Joint Commission on Accreditation of Hospitals as the standard that we should be seeking.

I think it has many advantages for us to do it that way. It gives us, it gives the Indian community, and it gives you a chance to see how our facilities measure up against a national nongovernmental standard. It's very helpful, I think, to our professional staff, because they then have an incentive and a goal to seek. The physicians are trained in hospitals that are accredited. They understand the importance of keeping good records and following patients appropriately and good laboratories and all that. And I think it's just a very, very good mechanism for all of us to have to measure our accountability and our performance.

Senator McClure. Have you any estimate of the total cost of bringing all of the outpatient facilities up to JCAH standards?

Dr. Johnson. No, sir, we do not. That is being done this year.

Senator McClure. It will be done this year?

Dr. Johnson. Yes, we are developing a plan. Each of our areas has been developing a plan for their health centers, and it is due in to headquarters for our review sometime in the next few months. We should have that done by the end of this year.

Senator McClure. The end of this——

Dr. JOHNSON. This fiscal year, right. So that a year from now we can tell you with some specificity what this is going to mean.

Senator MCCLURE. I wonder if when you have completed that evaluation, if you could make that information available to this committee?

Dr. JOHNSON. Certainly, we'd be glad to.

Senator MCCLURE. Thank you.

MOBILE HEALTH CLINICS AND SANITATION FACILITIES

The Navajo and Hopi Relocation Commission is requesting funds to provide mobile health clinics and sanitation facilities as part of the relocation process. Let's ignore for the moment the fact that IHS has no request for sanitation facilities.

Aren't the provisions of these services the responsibility of IHS?

Dr. JOHNSON. Under the current statutes, that would be correct.

Senator MCCLURE. Have you made an estimate of the costs of providing that?

Dr. JOHNSON. Yes, we have a rather complete study of this issue. We'd be glad to make that available in the record.

Senator MCCLURE. Does that include a statement of IHS expenditures to date which are directly attributable to the relocation?

Dr. JOHNSON. I do not believe it does.

Senator MCCLURE. Would you include that along with the estimates for 1981 and 1982?

Dr. JOHNSON. Certainly.

[The information follows:]

Since the *Judgment of Partition* decision in 1979, lifting the freeze on construction activities, the IHS has made a concerted effort to fund sanitation facilities for new and improved housing projects in the joint use area (JUA). Approximately $9 million in projects have been funded to conduct water resource exploration, to plan future projects and to construct water and sewer projects in the following communitie areas: Red Lake—Toneala, Cowsprings, Shonto Junction, Forest Lake, Pinon, White Cone, Tolani Lake, Teesto, Hard Rock, and Jeddito.

A supplemental request completed by the Navajo area IHS and submitted to the JUA Commission in January 1981, identified four additional sanitation projects that need to be funded for construction in fiscal year 1981 and fiscal year 1982 totaling $2,250,000 to serve homes in the joint use area; however, funds have not been made available to IHS to serve these four projects.

SOLAR EQUIPMENT

Senator MCCLURE. IHS has acted as an agent between the Department of Energy and the Navajo and Hopi people in the provision of solar equipment for some of the new houses. Do you anticipate that DOE will continue to support these projects?

Dr. JOHNSON. We would certainly hope they will, because I think they have been exceedingly effective.

Senator MCCLURE. You haven't talked to them about it?

Dr. JOHNSON. No.

Senator MCCLURE. You don't know whether that's in their plans?

Dr. JOHNSON. We don't know what their budget circumstances are likely to be. But it certainly has made feasible sanitation facilities in some remote areas that simply would not be, without the solar cells that we have been using for them. It's been a very good relationship, and I certainly would hope it continued.

Senator McCLURE. As you know, the legislation provides for the establishment of a maximum of 130 life estates in the joint use area. What type of health care do you plan to provide for those who opt for a life estate?

Dr. JOHNSON. Our program, of course, right now is providing health services for the people who live out there in White Cone and Jeddito and other places that are currently part of it. Certainly those services will be available.

I think the most critical issue, Mr. Chairman, is going to be the relationships between the two tribal governments. It is certainly our hope that we will be able to continue to serve Navajo people in Hopi facilities, as we have in the past. As you probably know, a large percentage of the workload of the Hopi hospital, in fact, is Navajo. We have been covering the White Cone Navajo and the Low Mountain Navajo community clinics out of the Hopi health program. I certainly would hope that would continue.

Senator McCLURE. You feel you can provide for the people who may opt for life estates in the joint use area? You can provide the same level of health care to those people, regardless of the fact that they may have opted for that particular settlement option?

Dr. JOHNSON. Yes; I think the more difficult problem is going to be to provide for those who relocate. If they should relocate to places where we have not historically been providing services, then we have another set of problems.

Senator McCLURE. Well, at some point, I think you have to take a look at whether or not in some remote locations, whether we can provide a less technically sophisticated means for providing both adequate water and sanitation facilities that cost less initially or perhaps in some instances cost more initially but cost less to operate and maintain.

I agree with you with respect to the solar installations. That's an example of the latter category. They cost more initially, but it's a lot more cost effective in the long run.

Dr. JOHNSON. It frequently doesn't even cost more initially. I remember one, I think it was Sweetwater out there, where the power company wanted—don't hold me on the exact numbers, but it seems to me they wanted something like $130,000 to run the power line in, and the solar system cost $30,000.

Senator McCLURE. There's some question, too, as to what our obligation is—how much obligation we may have to provide that range of services, regardless of where they may wish to live. There are some very remote locations.

Dr. JOHNSON. We have been through that experience in Alaska to a degree that we won't see on the Navajo.

Senator McCLURE. Well, there has to be some rule of reason somewhere. At least, I would hope so, even though it's the Federal Government involved.

ADDITIONAL COMMITTEE QUESTIONS

Thank you very much, Dr. Johnson.

There will be some further questions to be submitted for the record to be answered in writing.

[The following questions were not asked at the hearing but were submitted to the Department for response subsequent to the hearing:]

ADDITIONAL COMMITTEE QUESTIONS

QUESTION: After the 3 hospitals which we have already mentioned, which 3 are next on the priority list?

ANSWER:
1. Sacaton Health Facility, Arizona
2. Rosebud, South Dakota Health Facility
3. Anchorage Medical Center, Alaska

While the project is not rated among the highest needs by IHS's construction priority ranking methodology, the Navajo and Hopi Indian Relocation Amendments Act of 1980 requires the Department to give priority consideration to a new medical center for the Hopi Tribe.

QUESTION: Would you provide for the record a description of the existing facilities and the estimated cost of planning and design for replacement?

ANSWER:
1. Sacaton - The original hospital was built in 1942 with a wing added in 1960. The structure is physically and operationally obsolete and overcrowded. A Master Planning Study has been developed which recommends a replacement facility as more cost effective than attempting to renovate the existing facility. As a preliminary estimate, design phase costs would be about $1,100,000.

2. Rosebud - The original hospital was built in 1915, with a wing added in 1960. It is not large enough to properly accommodate current workloads, and has been refused JCAH accreditation due to facilities deficiencies. As a preliminary estimate, design phase costs for a replacement facility would be $1,300,000.

3. Anchorage - The present 170-bed hospital was built in 1953 as a TB Center. Nearby areas suffered damage in the Good Friday Earthquake of 1964, and the Corps of Engineers subsequently advised that the stratum underlying the IHS hospital could not be stabilized. In view of the passage of time and advances in the knowledge of earthquakes and the state of the art in seismic engineering, the Corps has been requested to review this evaluation. If it again concludes that the site cannot be stabilized, replacement of the hospital at another location would be the appropriate solution. First phase design costs for a replacement hospital are estimated at $2,000,000.

Hopi - This proposal involves replacing the present IHS hospital facility at Keams Canyon, Arizona with a new facility at Second Mesa, 21 miles distant from Keams Canyon. The Keams Canyon facility has sufficient inpatient capacity to meet projected demands, but the outpatient department may have to be expanded in the near future. The Navajo and Hopi Indian Relocation Amendments act requires the Department to construct a medical center for the Hopi Tribe, and the tribe proposes to construct this facility at Second Mesa. Under this tribal proposal, the Keams Canyon facility would be retained as an outpatient care center. The Department is working to develop a proposal to respond economically to the statutory requirement and the needs of the Hopi Tribe.

NON-INDIAN ELIGIBILITY

QUESTION: Several public witnesses suggested that if the problem were one of discrimination that both the non-Indian wife and the non-Indian husband be excluded as beneficiaries, was this option discussed?

ANSWER: Yes. However, it was decided to propose adding non-Indian husbands rather than to drop all non-Indians for eligibility. This decision was based on a professional medical judgment that certain individuals have such a close relationship and that their individual health status is so interrelated that to serve the non-Indian component of these relationships serves the legislative mandate to conserve the health of Indians. Communicable diseases are the most clear cut examples but there are many others. The health of the non-Indian parent of an eligible Indian child impacts on the health of the child. The health status of one spouse has a great effect on the health status of the other. To go the other way and exclude all non-Indian spouses leaves us with the problem of how to conserve the health of unborn Indian children being carried by a non-Indian.

Third Party Payments

Question: The Fiscal 1980 report accompanying your appropriations urged IHS to bill patients covered by insurance and to submit a full report to the committee prior to this year's budget hearing. We have not seen this report. Have you made any plans to begin billing insurance companies?

Answer: The report has been prepared and forwarded from IHS. The following information is from the subject report:

"The wording in the 96th Congress, 2nd Session, Department of Interior and Related Agencies Appropriations Committee Conference Report Number 96-985, requested the Indian Health Service (IHS) to "bill patients treated at IHS facilities who are covered by health insurance".

The IHS has the authority to bill noneligible persons treated in IHS facilities for emergency conditions. This billing is accomplished and collections effected. The funds collected are credited to the IHS appropriations as reimbursements. The IHS receives reimbursable authority from the Office of Management and Budget in the apportionment process to fund costs incurred in providing services to noneligible patients.

The IHS does not have the authority to collect from Indian patients for treatment rendered in IHS facilities. While the IHS can bill the Indian patient, there is no authority to require payment. Charging Indian patients is permissive only and charges made under existing regulations do not create a legal indebtedness on the part of the Indian person who is charged. To effect the billing process would require a significant additional workload with practically no increase in revenues collected from third parties. Therefore, the IHS has elected not to bill Indian beneficaries for services provided in its facilities.

In addition to the discussion above, there is another problem associated with billing private insurance carriers for the services provided to Indians who are covered by insurance. Most insurance policies that are written carry disclaimers or exclusions which do not allow for payment to Federal institutions for care rendered to eligible beneficiaries entitled, by statute or otherwise, to care in a Federal facility or institution.

An alternative exists for the tribes. In negotiating with companies who propose to do business on tribal land the tribes can require, as part of the contract, health insurance without the exclusion or disclaimer and payment could be made to IHS facilities for services rendered to Indian people who are employed by the various companies operating on reservations. This alternative has been recommended to the various tribes that may have the occassion to negotiate contracts with various companies doing business on tribal land. As the tribes elect this alternative, IHS will bill and collect for the services provided to the Indian people covered by the insurance."

QUESTION: There are several other reports which this subcommittee requested in fiscal year 1980 report -- such as the Western

Nevada Health Delivery Program and the Community Health Representatives Program -- which have not been delivered. When can we expect to receive this information?

ANSWER: These reports have been completed and are currently under review by the Department. Upon completion of this review the reports will be forwarded to Congress.

Question: It has been suggested that any receipts from third party payments be appropriated to be spent only at the hospital at which such collections were made. Are you in agreement with that proposal?

Answer: In the context of the preceeding question, collections from private insurance companies are credited to the appropriation and location that collects the funds. The authority to do this already exists as was explained in the preceeding question. I am in agreement with that proceedure, however, if you are asking about the collections from other third party payors, i.e. Medicare and Medicaid, I am not in agreement. Requiring that all funds collected by a facility be returned to that facility would reduce the flexibility of the utilization of the funds in the most efficient manner to correct the deficiencies of each of the facilities of the IHS. All funds are returned to the Area collecting them and it is intended that the individual facility that billed receive them. However, the Area may utilize these funds at another facility to correct cited deficiencies if the billing facility has not been cited or has already corrected the deficiencies. The utilization of these funds to correct the deficiencies cited by the surveying groups has greatly enhanced the ability of the IHS to attain and maintain the accreditation of its hospitals and during the current fiscal year we anticipate that we will have three or more additional hospitals accredited by the JCAH.

Facilities Rescission

Question: $6 million in planning funds for replacement of the Crownpoint, New Mexico and Kanakanak, Alaska, hospitals are also to be rescinded. If the recission were aproved, would IHS divert any of the Medicaid-Medicare receipts to the existing hospitals to improve the physical plants?

Answer: The IHS could utilize some of the collections to the extent that the Medicare-Medicaid collections could support the costs of the improvements and the improvements were within the scope of the plan of corrections. The dollars necessary for the corrections of the deficiencies are clearly available subject to the ability of the IHS to effect the collections from Medicare and Medicaid. The Appropriations Act for Fiscal Year 1981, P. L. 96-514 states, "Provided further, that not to exceed $20,000,000 of the amounts collected by the Secretary of Health and Human Services under the authority of Title IV of the Indian Health Care Improvement Act shall be available until September 30, 1982, for the purpose of achieving compliance with the applicable conditions and requirements of titles XVIII and XIX of the Social Security Act (exclusive of planning, design, construction of new facilities or major rennovation of existing Indian Health Service facilities)".

Medicare and Medicaid

Question: What portion of this account is currently used for personnel, what part for equipment, and what part for minor rennovation?

Answer: The most recent full-year (Fiscal Year 1980) data indicates that the percentage utilization of the funds are as follows:

Personnel	50%
Equipment	15%
Maintenance and Repair	35%

PAY COST SUPPLEMENTAL

QUESTION: The fiscal 1981 pay cost supplemental request is $12,556,000, which represents an absorbtion factor of 50%. Can you tell us which programs will be reduced in order to meet the increased expenditures for pay?

ANSWER: The Indian Health Service has established a budget process based on the concepts of Zero Base Budget (ZBB) whereby its lowest managerial level develop budget requests which are then consolidated into the total IHS budget request. Throughout this process, tribal participation has been encouraged in keeping with the intention of P.L. 93-638, the Indian Self-Determination Act. Integrated into ZBB is the use of the Tribes formal health plan and the Operational Planning System. It is IHS's intentions that any increases or decreases appropriated will be shared by both IHS and tribal groups. This budget process will provide for the distribution on an equal basis using the budget requests developed by the respective organization.

Therefore, due to the IHS commitment to this process funds will be allocated to Area Offices for distribution to the Service Units and/or tribal organizations. It is at this level that decisions on program reductions will be made. The absorbtion of approximately 50% is the equivalent of approximately 400 man-years of service. It is apparent that decisions are going to have to be made as to what program reductions are necessary. However, until such time as this happens, any actual program reductions will be unknown.

QUESTION: Several of the tribes have complained that IHS, unlike the Bureau of Indian Affairs does not request pay cost increases for those programs which are contracted to the tribes. If tribal employees working on an IHS contract were given the same cost of living as Federal employees, what would be the additional cost?

ANSWER: The Indian Health Services does request cost increases for tribal contracts as reflected in the Congressional Justification as "Increased cost of medical care under contracts or grants." The amount reflected is to cover increases in salaries, supplies, etc. Justifiably, any other increases and any decreases that are received will be shared by IHS and tribes as noted above.

QUESTION: If such pay cost increases were allowed and the tribal contractors had to give the raises while absorbing the same percentage of the pay cost as the Department, what would be the impact on program funds?

ANSWER: Based on the available dollars, we would assume that tribal organizations would make cuts in programs on an equivalent basis just as IHS direct operations will be required to do. However, actual program reductions are not available at this time in concert with the budget process as noted above.

ALCOHOLISM

QUESTION: **A total of $17.3 million is requested to fund those 139 alcoholism projects which have been, or will be, transferred from the National Institute on Alcohol Abuse and Alcoholism. Are you committed to maintaining all of these programs indefinitely?**

ANSWER: **Yes. IHS is committed to maintaining all transferred programs indefinitely subject to projects meeting IHS alcohol program standards and evaluation guidelines for quality service and the availability of funds.**

QUESTION: Have any of the transferred projects been terminated by IHS?

ANSWER: There have been no terminations of any of the programs transferred from NIAAA to IHS. However, there have been instances where the contractors or grantees have been changed from one governing body to another without disrupting or removing services from the initial catchment area.

QUESTION: No program increases have been provided for this activity since its inception. It would seem that inflation would have taken its toll on a number of the projects and that services would have been diminished. Is that the case?

ANSWER: Yes. There have been no cost-of-living increases for the alcoholism programs since their initial funding six years prior to transfer to IHS. However, the FY 1980 Appropriations included $793,000 for program expansion. The funds were used for program expansion for those alcoholism programs transferred to IHS from NIAAA in FY 1978 and FY 1979. These funds were distributed on a need basis.

Because of inflation, services for many programs have been effected. An example would be the shut down of medical detox centers to be replaced by outreach services and the same for some halfway houses. In many instances there has been a reduction in staff to keep up with inflationary costs.

QUESTION: Would you please provide for the record a listing of all of the alcoholism projects which by fiscal year 1982 will have received a total of 10 years of more of federal support for NIAAA and IHS combined.

ANSWER: Those programs receiving a total of 10 years or more of federal support from NIAAA and IHS are those programs that were transferred in FY 78. (See attached list).

FY 78 INDIAN [illegible]HOLISM PROGRAMS

START DATE FY 78	PROGRAM - ABERDEEN	ESTIMATED INDIRECT COST	OPERATIONAL LEVEL (DIRECT COST)	GRANT NUMBER	TYPE
6/1	Sisseton-Wahpeton Sioux Tribe Sisseton, South Dakota 57262	$12,740	$130,000	H84 AA 00508	638 Contract (Res/Tribe)
6/1	Cheyenne River Commission on Alcohol and Drug Abuse, Inc. Eagle Butte, South Dakota 57625	16,395	147,700	H84 AA 00553	638 Grant (Res/Tribe)
6/1	Tama County Council on Alcohol and Drug Abuse, Inc. Tama, Iowa 52339	7,421	41,000	H84 AA 00563	Buy Indian (Res/Tribe)
6/1	Rapid City Indian Health Advisory Board Rapid City, South Dakota 57701	12,366	50,000	H84 AA 00573	Buy Indian (Urban)
6/1	Rosebud Sioux Tribe Alcoholism Treamtment Program Rosebud, South Dakota 57570	6,656	104,000	H84 AA 00580	638 Grant (Res/Tribe)
	PROGRAM - ALASKA				
6/1	Upper Tanana Regional Council on Alcoholism, Inc. Tok, Alaska 99780	47,532 (10,000 PL 93-638)	114,900	H84 AA 00535	638 Grant (Res/Tribe)
	PROGRAM - ALBUQUERQUE				
6/1	All Indian Pueblo Council, Inc. Albuquerque, New Mexico 87107	14,717	148,000	H84 AA 00527	638 Contract (Urb/Tribe)
6/1	Pueblo of Laguna Laguna, New Mexico 87026	6,336	72,000	H84 AA 00555	638 Grant (Res/Tribe)
7/1	The Pueblo of Zuni Zuni, New Mexico 87327	3,290	65,000	H84 AA 00572	638 Contract (Res/Tribe)
6/1	Six Sandoval Indian Pueblos, Inc. Bernalillo, New Mexico 87004	13,713	93,600	H84 AA 00575	638 Contract (Res/Tribe)

FY 78 INDIAN [illegible]HOLISM PROGRAMS (CONT)

START DATE FY 78	AREA - ALBUQUERQUE (CONT)	ESTIMATED INDIRECT COST	OPERATIONAL LEVEL (DIRECT COST)	GRANT NUMBER	TYPE
6/1	Mescalero Apache Tribe Mescalero, New Mexico 88340		$ 90,000	H84 AA 00578	Buy Indian (Res/Tribe)
7/1	Eagle Lodge, Inc. Denver, Colorado 80204	$10,152	154,000	H84 AA 00584	Buy Indian (Urban)
	AREA - BEMIDJI				
6/1	Superior Indian Association, Inc. Superior, Wisconsin 54880	3,400	41,500	H84 AA 00518	Buy Indian (Urban)
6/1	American Indian Services, Inc. Detroit, Michigan 48202		60,000	H84 AA 00544	Buy Indian (Urban)
	AREA - BILLINGS				
6/1	Inter-Tribal Alcoholism Treatment Center Sheridan, Wyoming 82801	3,800	233,000	H84 AA 00559	638 Grant (Res/Tribe)
	AREA - CALIFORNIA				
6/1	Sacramento Indian Center, Inc. Sacramento, California 95814		119,400	H84 AA 00525	Buy Indian (Urban)
6/1	Friendship House of the Christian Reformed Church San Francisco, California 94115		103,000	H84 AA 00564	Buy Indian (Urban)
	AREA - USET (NASHVILLE)				
6/1	Miccosukee Tribe of Florida Miami, Florida 33144	9,900	41,300	H84 AA 00513	638 Contract (Res/Tribe)
6/1	Seminole Tribe of Florida Hollywood, Florida 33024	21,400	92,200	H84 AA 00582	638 Contract (Res/Tribe)

FY 78 INDIAN [illegible]HOLISM PROGRAMS (CONT)

START DATE FY 78	PROGRAM - OKLAHOMA	ESTIMATED INDIRECT COST	OPERATIONAL LEVEL (DIRECT COST)	GRANT NUMBER	TYPE
7/1	Tulsa Indian Council on Alcoholism and Drug Abuse, Inc. Tulsa, Oklahoma 74120	$ 5,589	$112,700	H84 AA 00536	Buy Indian (Urban)
6/1	American Indian Center of Dallas Dallas, Texas 75222		111,100	H84 AA 00539	Buy Indian (Urban)
6/1	Cherokee Nation of Oklahoma Tahlequah, Oklahoma 74120	(Inc. Oper) 20,000 19,691	131,400	H84 AA 00540	Buy Indian (Res/Tribe)
6/1	United Indian Recovery Association, Inc. Bessie, Oklahoma 74622		66,700	H84 AA 00543	Buy Indian (Res/Tribe)
6/1	North Central Oklahoma Inter-Tribal Health Council Fairfax, Oklahoma 74637	14,191	115,000	H84 AA 00538	Buy Indian (Res/Rur/Tr
6/1	Inter-Tribal Council, Inc. Miami, Oklahoma 74354	28,050 13,450*	125,000	H84 AA 00576	Buy Indian (Res/Tribe)
6/1	I Care Recovery Home, Inc. Topeka, Kansas 66608		79,300	H84 AA 02083	Buy Indian (Urban)
	PROGRAM - PHOENIX				
6/1	Hualapai Tribal Council Peach Springs, Arizona 86434	8,300**	77,700	H84 AA 00515	638 Grant (Res/Tribe)
6/1	Indian Alcoholism Counseling and Recovery House Program Salt Lake City, Utah 84101		93,800	H84 AA 00534	Buy Indian (Urban)
6/1	Native Americans for Community Action, Inc. Flagstaff, Arizona 86002		55,000	H84 AA 00557	Buy Indian (Urban)
7/1	Salt River Pima-Maricopa Community Council Scottsdale, Arizona 85256		100,800	H84 AA 00545	IGA Grant 633 Contract (Res/Tribe)

---

*Amount needed to increase Direct Cost to level of total amount FY 77 funding by NIAAA.

**Reflects: $8,300 in Indirect Cost issued to Phoenix for Hualapai Project. Dollars were actually taken from Congressional Increase (PL 94-437) of $199,000.

FY 78 INDIAN [illegible]OHOLISM PROGRAMS (CONT)

START DATE FY 78	PROGRAM - PORTLAND	ESTIMATED INDIRECT COST	OPERATIONAL LEVEL (DIRECT COST)	GRANT NUMBER	TYPE
6/1	Chemawa Advisory School Board Salem, Oregon 97303		$128,800	H84 AA 00510	Buy Indian (Res/Non-Trb.
6/1	Seattle Public Schools Seattle, Washington 98109		29,600	H84 AA 00533	Sole Source (Urban)
7/1	Seattle Indian Health Board Seattle, Washington 98114	$76,200	178,800	H84 AA 00537	Buy Indian (Urban)
6/1	Native American Rehabilitation Association Portland, Oregon 97209		123,000	H84 AA 00547	Buy Indian (Urban)
6/1	Confederated Tribes of the Umatilla Indian Reservation Pendleton, Oregon 97801	14,514	69,500	H84 AA 02291	638 Contract (Res/Tribe)
	PROGRAM - HEADQUARTERS				
7/1	American Indian Study Center, Inc. Baltimore, Maryland 21231		46,100	H84 AA 00530	Buy Indian (Urban)
		TOTAL	$3,544,900		

QUESTION: An increase of $700,000 is requested for the alcoholism projects to be transferred from NIAAA in fiscal year 1982. Would it be possible to absorb the funding for these projects by eliminating marginal efforts?

ANSWER: It will not be possible to eliminate marginal efforts to absorb other costs. IHS has developed alcohol program standards and evaluation guidelines. These criteria are accreditation/certification type protocols for the structure and process of the program. Program evaluations have been conducted by the Area Alcoholism Coordinators and results discussed with the local program director and program board directors. Programs operating at a marginal level are being provided technical assistance to address program deficiencies to bring the quality of service to an acceptable level.

QUESTION: NIAAA is one of the areas proposed to be incorporated into block grants within the Department of Health and Human Services. What is the likelihood that Indian projects still being funded by NIAAA would continue to receive support under a block grant approach?

ANSWER: Funding of programs under a block grant approach is subject to state priorities. Indian projects would be competing with other state supported programs. There is no guarantee monitary support would continue under a state system.

QUESTION: How many Indian projects is NIAAA still funding?

ANSWER: Twenty-one (21). (See attached List B).

QUESTION: Please provide for the record a listing of all current NIAAA Indian alcoholism projects, their current cost, how many years they have received support, and any language which would be required to effect their transfer in fiscal year 1982 from NIAAA to IHS.

ANSWER: See attached List B and Draft Memorandum on the Transfer of Alcoholism Programs from NIAAA to IHS.

LIST B

NIAAA INDIAN PROJECTS

AREA	PROJECT	START DATE	TOTAL YEARS FEDERAL FUNDING	AMOUNT
Aberdeen	American Indian Center of Omaha, Inc. 613 South 16th Street Omaha, Nebraska 68102	10/1/78	4	$141,000
	Project Phoenix Oglala Sioux Tribe P. O. Box H Pine Ridge Village Pine Ridge, SD 57770	10/1/79	3	203,283
	Special Alcoholism & Drug Abuse Prevention Project Devils Lake Sioux Tribe P. O. Box 88 Fort Totten, ND 58335	10/1/78	4	76,686
Alaska	City Council Gambell, Alaska 99503	10/1/78	4	$ 34,515
	Cook Inlet Native Asso. 1057 West Fireweed Lane Anchorage, Alaska 99503	10/1/80	2	211,577
	South Kachemak, Inc. Alcoholism Program P. O. Box 201 Seldovia, Alaska 99663	7/1/80	2	117,989
Albuquerque	Eagle Lodge, Inc. 1133 Pennsylvania Street Denver, Colorado 80203	10/1/78	4	$133,168
Bemidji	NAIWoCCD Route 2, Chief Lake Hayward, Wisconsin 54843	10/1/78	4	$188,000
	Minnesota Indian Primary Residential Treatment Center P. O. Box 66 Sawyer, Minnesota 55780	10/1/78	4	51,990
Billings	Flathead Reservation Area Comprehensive Alcoholism Program P. O. Box 270 Ronan, Montana 59864	10/1/78	4	$117,000
California	Tule River Alcoholism Program P. O. Box 589 Porterville, California 93257	11/1/79	3	$130,216
	Mi-Pi-Sho Development Corp. P. O. Box 739 Big Pine, California 93513	10/1/78	4	57,324
Oklahoma	Ponca Tribe of Oklahoma P. O. Box 6 White Eagle Ponca City, Oklahoma 74601	10/1/80	1	$150,000

NIAAA INDIAN PROJECTS
(CONTINUED)

AREA	PROJECT	START DATE	TOTAL YEARS FEDERAL FUNDING	AMOUNT
Phoenix	Phoenix Service Unit Indian Health Board, Inc. 4229 North 16th Street or 2913 East McDowell Phoenix, Arizona 85016	10/1/78	4	$129,678
Portland	Confederated Tribes of the Chehalis Reservation P. O. Box 536 Oakville, Washington 98568	10/1/79	3	$ 74,070
	Native American Rehabilitation Association 3129 S.E. Hawthorne Portland, Oregon 97214	5/1/80	1	160,700
	Nez Perce Tribe of Idaho Community Services Branch P. O. Box 365 Lapwai, Idaho 83540	5/1/80	1	122,730
	Shoshone-Bannock Tribe Fort Hall Business Council P. O. Box 306 Fort Hall, Idaho 83203	11/1/77	5	100,000
Uset	Akwesane Community Residence for Alcoholics St. Regis Mohawk Tribal Council Akwesane Community Building Hogansburg, New York 13655	10/1/80	1	$100,000
	Boston Indian Council Alcoholism Program 105 South Huntington Avenue Boston, Massachusetts 02130	11/1/77	5	105,000
	Native American Counseling Center Ten East 28th Street New York, New York 10016	10/1/78	4	175,000
			Total Direct	$2,579,926
			11.6% Indirect Costs	335,520
			TOTAL	$2,915,446

Sanitation Facilities

Question
Have you sufficient unobligated balances in this account to provide service to those homes that have been or will have been constructed through the end of fiscal 1981?

Answer
No, the IHS has funds to serve all new Indian homes which were under construction by March 1, 1981 and a number of the homes scheduled for construction in the remainder of FY 1981; however, an estimated 2,660 additional new homes are scheduled for construction in the second half of FY 1981 for which IHS does not have funds to serve with water and sewer facilities.

Question
If a tribe has a history of inadequate maintenance and poor collection rates, does IHS take this into account prior to providing additional services when more construction takes place in the same community?

Answer
Yes. If the tribe or tribal utility organization is unable or unwilling to obtain funds by user fees or other tribal resources to keep the water and sewer systems in operation, the IHS has refused to fund additional projects until such time that the tribe or community has adequately demonstrated a commitment and ability to accept this responsibility. The ability and willingness of a tribe to operate and maintain a system is a major factor in the priority of funding and the design of future sanitation facilities projects.

Question
Given the problems you have experienced in this area, have you considered providing less sophisticated systems which might not be acceptable in suburban America, but which would provide safe water and still be a substantial improvement over existing conditions in small and remote locations?

Answer
Yes, the IHS does provide simpler and less costly facilities if the community or tribe is unable or unwilling to pay the operation and maintenance costs for "conventional" water supply or waste disposal facilities. For example, in Alaska there are 4 general types of systems which are considered by the IHS and the community. The most simple type is a community well or watering point to provide safe water for the people to carry home. The next improvement would be a "haul" system which would utilize village-operated vehicles to haul the safe water to the home and to haul the waste water from the home for proper disposal. An additional improvement is a community washeteria/shower building which is used for laundry and bathing. The most advanced type of system would provide safe and sanitary water and waste disposal facilities in the home. There are virtually thousands of variations of these 4 general systems from which the most appropriate types for the community can be designed based upon the climate and the ability and willingness of the people to operate and maintain the facilities. Some very unique innovative and functional systems have been designed by IHS staff in Alaska. The input of the people and the tribe is solicited and utilized as a controlling factor in the evaluation and decision process.

Question
What is the minimum that would be required in fiscal 1982 to keep pace with the reduced level of construction under the housing programs of HUD and the BIA?

Answer
While the allocation of new Indian homes is planned for reduction by HUD, the level of construction of homes underway in the pipeline will not be reduced in FY 1982. Based upon the projected level of Indian housing construction the IHS would need $96 million to provide water and sewer

facilities to 7,100 HUD units and 2,870 BIA/Tribal/Other units. An additional 703 existing homes on or near the new housing sites would be served as part of the projects.

CLINIC CONSTRUCTION

QUESTION: Numerous witnesses from the California tribes expressed concern that IHS planned no facilities construction as part of the RINCON decision. They testified that there was a severe need for clinics in California. Has this situation been reviewed by IHS and do you plan to include California in the priority system for health clinic construction?

ANSWER: The HHS/IHS has conducted a review of the health facility needs for California. In fiscal year 1980 Survey Teams reviewed the sites proposed for health facilities contained in the Tribal Specific Health Plans, which were part of the National Plan of P.L. 94-437 "The Indian Health Care Improvement Act"; which was sent to Congress in April 1980. The results of this survey indicated that there were eight service areas in California that are in need of additional construction for health facilities. Currently, the IHS is collecting the necessary data and other relevant information required to establish a realistic health facility priority ranking of these facilities. The IHS priority system will be applied to all the unmet health facility needs within the IHS including the California health facility needs. A national IHS ranking list will be developed containing all of these facilities including the California projects based on the results of the application. This system is presently being certified by DHHS.

COMMISSIONED CORPS

QUESTION:

Have you any estimate of the cost to IHS for overtime, evening and weekend pay differentials if all of your employees were Civil Service?

ANSWER:

The estimated cost to IHS for overtime, evening and weekend pay differentials for IHS Commissioned Officers by Category is as follows:

Category	No. of Commissioned Officers	Estimated Hours per Year of Overtime & Differential	Rate/hr.	Estimated Cost in Rounded Figures
Medical	534	1,016	$14.76	$ 8,008,000
Dental	266	100	14.76	392,600
Nursing	278	350	14.30	1,400,000
Engineer	214	424	14.30	1,300,000
Sanitarian	137	260	14.30	510,000
Pharmacy	292	300	14.76	1,300,000
Dietary	19	200	14.30	54,300
Therapist	19	100	14.30	27,200
HSO	112	200	14.30	320,300
Total Estimated Cost (Rounded) for Overtime, etc.				$13,212,400
Cost for Physician Comparability (see below)				2,670,000
Total Estimated Cost				15,882,400

Presently Commissioned Officers are not paid any overtime or weekend/evening differential.

In addition to the above, Civil Service physicians are eligible to receive a bonus under the Civil Service Physician Comparability Act. The bonus payment allows a maximum payment of up to $7,000/physician/year for under 2 years of Federal Service and up to $10,000/physician/year for over 2 years of Federal Service. Based on an average bonus payment of $5,000/physician/year, the additional cost to the Indian Health Service would be:

534 x $5,000 = $2,670,000

This is paid over and above the maximum Civil Service Salary of $50,110.

A number of other factors must be considered which would further increase the costs with the phase out of the Commissioned Corps System. Among these are: the Permanent Change of Station costs, including payment of real estate fees for Civil Service personnel; and the lack of available health professionals for hiring within the Civil Service System resulting in greatly increasing Contract Health Care costs. These additional costs will result in an increase to the Indian Health Service of several million dollars.

MEDICARE/MEDICAID REIMBURSEMENT

Question: Please provide for the record a detailed explanation of the proposed uses of these funds in fiscal 1982.

Answer: The actual plan for the use of the medicare/medicaid funds will be developed during September 1981 and implemented at the beginning of fiscal 1982. This is done at this time because at least one-third of the IHS hospitals are surveyed annually. Because of the staggered survey schedule of the JCAH and the annual cycle of the HCFA surveys occuring during the summer months, the plan for the use of the funds cannot be developed until this time frame.

The plan for the use of these funds for fiscal 1981 is as follows:

Planned.use of Medicare/Medicaid Funds
Fiscal Year 1981
($ 000)

Area	Personnel	Equipment	Maintenance Repair
Aberdeen	$ 2,672	900	1,538
Alaska	2,400	485	1,274
Albuquerque	1,764	158	292
Bemidji	272	207	615
Billings	32	-0-	698
Navajo	1,298	225	735
Oklahoma	1,340	322	235
Portland	413	168	68
Tucson	50	70	-0-
Phoenix	1,192	173	147
USET	218	173	5
Total	$ 11,651	2,881	5,607

Question: Can these funds be used only for the improvement of the facility at which they are collected?

Answer: Normally, funds collected by a facility are used by that facility.

When a facility has a project in their approved plan of corrections required by Title IV of P.L. 94-437, Indian Health Care Improvement Act, that requires more funds than they have collected, the area director may use funds from the total amount of medicare and medicaid collections that have been collected and apportioned to that area. It is our interpretation of the intent of the Act that the funds may be used in this manner. This proceedure is followed to maximize the impact of these funds on the correction of the deficiencies of the IHS facilities and allow these facilities to achieve and/or maintain accreditation or certification. By following this proceedure the IHS can reach the mandated goal of accreditation of all of the hospitals and also have all of the free-standing health centers in IHS accredited by the JCAH.

If the funds were only allowed to be utilized by the facility that collected the funds many of the deficiencies could not be corrected because of the costs involved. For example, if a facility has an expensive item of equipmenmt or repair project that will cost more than the annual collections, the facility might never be able to correct the deficiency. This is even including the two-year authorization for the use of the funds. Many of the facilities have low medicare and medciaid eligibility rates and consequently have a low collection rate. This factor would present a major problem and impediment to the effective utilization of the collections to provide the means to correct the deficiencies that are necessary to be corrected to attain or maintain accreditation of the IHS facilities.

Question: Can you briefly explain what standards will be applied to outpatient facilities?

Answer: The standards to be applied to Outpatient facilities are those of the Joint Commission on Accreditation of Hospitals (JCAH). The standards are attainable and represent the current standards for ambulatory care facilities. At the present time the IHS hes two outpatient facilities that are accredited by JCAH; these are Wind River, Wyoming and Kayenta, Arizona.

The standards that are applied by the surveyors generally assess the quality of care rendered in an ambulatory care facility. The standards cover the following general areas:

Rights of patients.
Governance
Administration
Quality of care
Quality assurance
Medical records
Surgical services
Pharmaceutical services
Pathology and medical laboratory services
Radiology services
Facilities and environment
Educational activities
Teaching and publication activities
Research activities

The last two standards are not applicable to IHS facilities and would not be reviewed in the survey process. The remaining twelve standards are applicable to IHS facilities and would be reviewed by the survey team.

The extent of compliance with each standard is determined by one of the following ways:

Documentary evidence
Answers to detailed questions concerning the implementation of a standard
On-site observations and interviews by the surveyors.

The JCAH accreditation decision is based on a careful and reasonable assessment of a facilities compliance with the applicable standards.

Question: Is any allowance made for remote sites serving relatively few people?

Answer: The standards of the JCAH for ambulatory care facilities (outpatient) are achievable by any facility that provides full-time outpatient care and has at least one full-time physician. Remoteness of the facility does not have any bearing on the standards if the basic requirements for accreditation are met.

QUESTIONS SUBMITTED BY SENATOR DECONCINI

CHINLE HOSPITAL

Q: Could you please submit a complete progress report on the construction of the Chinle Hospital on the Navajo Indian Reservation?

A: The construction of the Comprehensive Health Care Facility at Chinle, Arizona is approximately 56% complete and the details follow:

1. All exterior walls, windows, framing and rough roofing are in place.

2. Some of the interior work is complete and mechanical work is in progress.

3. Most of the rough plumbing is done. This consists of the installation of vent pipes, site sewer, gas lines to the building, and the fire line.

4. The electrical mains are in and the overhead telephone line installation is in progress.

Question: Could you outline your estimated needs, and your current plans, to provide sufficient staff to assure an adequate level of intended services?

Answer: IHS will need 380 positions to fully operate the Chinle Hospital. There are currently 60 positions available at Chinle. The summary of required positions is:

SUMMARY OF POSITIONS	FY 1983 Required	FY 1981 Available	Additional
Inpatient Care	160.0	12.0	148.0
Ambulatory Care	66.5	24.0	42.5
Maint/Hskpg	23.0	-	23.0
Administration	26.0	7.0	19.0
Dental	10.0	6.0	4.0
Optometry	5.0	-	5.0
Audiology	4.0	-	4.0
Community Health Nursing	14.5	3.0	11.5
Public Health Nutrition	3.0	-	3.0
Environmental Health	17.0	2.0	15.0
Mental Health	7.5	3.0	4.5
Social Services	16.5	1.0	15.5
Health Education	3.0	2.0	1.0
Other: Administraion	3.5	-	3.5
Physical Therapy	5.5	-	5.5
Nurse Midwives	9.0	-	9.0
Nurse Evening & Nite Sup. (JCAH)	4.0	-	4.0
Respiratory Therapy	2.0	-	2.0
Facility Total	380.0	60.0	320.0

IHS will request the additional 320 required positions at the earliest possible date.

QUESTION: Could you explain any expected problems which might be created by staff position ceilings?

ANSWER: The Chinle Hospital is scheduled to open in July of 1982. The required new positions for the hospital will be requested in FY 1983. The Indian Health Service will assess the availability of positions for reallocation and provide information in the FY 1983 congressional justification.

Q: Assuming full staff levels at the Chinle Hospital, how many additional housing units will be necessary? When?

A: When the facility opens in November 1982, 200 additional units of quarters will be needed according to preliminary estimates based on full staffing assumptions.

IHS DEMONSTRATION PROJECT

QUESTION: In Senate Report 96-985, the Committee directed the Indian Health Service, in conjunction with the Secretary and with the Office of Personnel Management to establish a demonstration project in which position ceilings would be lifted so that the agency could manage solely through fiscal controls. The demonstration was to be limited to two of the Indian Health Service areas. Have these areas been selected and has the project been initiated? If so, could you provide a brief explanation of what has been done and what specific goals for the program have been established?

ANSWER: The Department of Health and Human Services has initiated activities to implement the demonstration directed by Congress and has selected the two IHS Areas of Phoenix and Alaska as demonstration Areas. A steering committee for the demonstration has been established and is chaired by Mr. Thomas McFee, Assistant Secretary for Personnel Administration, DHHS. Membership on the committee includes representatives from the Indian Health Service; Health Services Administration; Office of the Assistant Secretary for Health; Office of the Assistant Secretary for Planning and Evaluation, DHHS; Office of the Assistant Secretary for Managesment and Budget, DHHS; and a representative from the Office of Personnel Management. Project officer responsibilities have been given to the Office of the Assistant Secretary for Health and they have developed a project implementation plan which includes an evaluation protocol for the demonstration.

The objectives of the demonstration, as stated in the project implementation plan, are (1) More cost effective provision of services, (2) Expanded or enhanced services, and/or (3) Increased productivity. The major activities associated with implementation of the demonstration are referenced on the attached milestone sheet of the project implementation plan.

Attachment

OBJECTIVE: Implement IHS Demonstration Project

OVERALL EVALUATION ☐

STATUS REPORT FOR MONTHS OF ______

PROJECT MANAGER: PHS/OM/OOMS

MILESTONES	1981												1982												1983											
	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUNE	JULY	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUNE	JULY	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUNE	JULY	AUG	SEP
1. Develop implementation plan. Obtain steering committee concurrence.						△																														
2. Develop evaluation plan. Obtain steering committee concurrence.						△																														
3. Demonstration areas selected by IHS and concurred with by Steering Committee.						△																														
4. Draft and forward memo to OMB from Secretary, HHS, requesting their approval and commitment to the demonstration. **Response from OMB received.**							△																													
NOTE: If OMB commitment is received, proceed to milestone 5-9. If OMB will not commit, the demonstration should be indefinitely postponed and the Congress so informed.																																				
5. a. DHHS officially directs PHS and HHS personnel, budget, and administrative offices to proceed with the demonstration.								△																												
b. PHS officially directs HSA/IHS and personnel, budget, and administrative offices to proceed with the study.								△																												
c. IHS officially directs the two study areas to proceed with the demonstration.								△																												
(Directives 6a, b, c to be prepared by project officer and concurred in by Steering Committee)																																				

Pascua Yaqui Indians of Arizona

Question:	Could you provide a brief summary of health services being provided to the Pascua Yaqui Indians of Arizona? How much is included in the FY 1982 Bill for Health Services and Health Service Planning for the Yaquis?
Answer:	At the present date, the Pascua Yaqui have an IHS funded contract with the El Reo Santa Cruz Neighborhood Health Center, a Health Maintenance Organization (HMO), located in Tucson, Arizona. The services provided cover a complete health care system which includes both inpatient and outpatient care with the exception of dental care and purchase of eye glasses and hearing aids. Hearing and eye testing is covered under the HMO agreement. Transportation is provided from the village to the HMO and return along with ambulance and home visits as needed by the subscribers.

The current costs are given below:

First year (March 1, 1980 - February 28, 1981)	$ 1,643,500
Second year (March 1, 1981 - February 28, 1982)	$ 1,643,500

Contract to HMO	$1,489,168
Dental Contract, eye glass, hearing aids purchases	154,332
Total	$1,643,500

CLINIC CONSTRUCTION

Q:	What is the present status of the planning and design process on the Crownpoint Hospital, the Tsaile Clinic and the Huerfano Clinic as appropriated by Congress?
A:	The Program Information Documents are complete and advertisement for Architect/Engineer (A/E) services has been taken. The A/E selection process is underway and will not be finalized pending the resolution of the FY 1981 recommended rescissions which involve these planning funds.
QUESTION:	As you know, there has been much delay in placing the Health facility proposed for the Hualapai Indian Reservation in Arizona on the construction priority list. This is a great need for a facility on the Reservation and it is my understanding an evaluation based on IHS criteria would place it at the top of the National Priority List. Is the Hualapai facility on the list at this time? And, if not, why not?
ANSWER:	The IHS health center at Peach Springs, Arizona for the Hualapai Indian Reservation was constructed in 1962-1963 and is insufficient in space to adequately respond to the health needs of the Indian community. A replacement health center is proposed for this location and is one of the IHS health facility unmet needs. The IHS Priority System for health facilities has been applied to all of the Indian health facility needs, including the Hualapai facility. This information along with the Priority System is currently under review and certification by the HHS. The system and the five highest priority projects in both the inpatient care and ambulatory care categories will be available upon the certification by the HHS. Preliminary results of the priority system place the Hualapai facility below the top ten facilities.

OBJECTIVE: Implement IHS Demonstration Project

OVERALL EVALUATION: ☐

STATUS REPORT FOR MONTHS OF ____

PROJECT MANAGER: PHS/OM/OOMS

	1981												1982												1983											
MILESTONES	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUNE	JULY	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUNE	JULY	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUNE	JULY	AUG	SEP
1. Develop implementation plan. Obtain steering committee concurrence.						△																														
2. Develop evaluation plan. Obtain steering committee concurrence.						△																														
3. Demonstration areas selected by IHS and concurred with by Steering Committee;						△																														
4. Draft and forward memo to OMB from Secretary, HHS, requesting their approval and commitment to the demonstration. Response from OMB received. NOTE: If OMB commitment is received, proceed to milestone 5-9. If OMB will not commit, the demonstration should be indefinitely postponed and the Congress so informed.							△																													
5. a. DHHS officially directs PHS and HHS personnel, budget, and administrative offices to proceed with the demonstration.								△																												
b. PHS officially directs HSA/IHS and personnel, budget, and administrative offices to proceed with the study.								△																												
c. IHS officially directs the two study areas to proceed with the demonstration.								△																												
(Directives 6a, b, c to be prepared by project officer and concurred in by Steering Committee)																																				

GILA RIVER

QUESTION: As you are aware, I have been concerned about the condition of health services on the Gila River Reservation for four years. Although funds have been appropriated for the planning of a new hospital at Sacaton, construction has been delayed. It was, at one time, at the top of the construction priority list. Could you describe the present need for a Gila River replacement facility and would you compare it to the proposed hospital on the Hopi Indian Reservation in terms of immediate need?

ANSWER: The original health facility for the Gila River Reservation at Sacaton is approximately 40 years old. An addition was constructed in 1960. Because of the limited space problems the existing facility is unable to provide a comprehensive health care program to this Indian community. Because of the space need temporary space solutions have been explored and undertaken throughout the past years. For example, temporary trailers have been used to link the existing facility to add space for the purpose of meeting critical safety and accreditation codes and standards. Because of this, the existing facility should be replaced as soon as funds can be made available for that purpose. The planning funds that were available for this purpose were withdrawn by the Congress in fiscal year 1980.

The Priority List submitted to the Congress in fiscal year 1981 contained the Sacaton project as Number 4. The top 3 health facilities ahead of the Sacaton project were funded for planning in fiscal year 1981. These planning funds are currently under consideration for rescission by the Congress.

During the preparation of the National Plan a priority score was developed for Second Mesa as an ambulatory care facility. This priority score is not comparable with that of an inpatient care facility due to the difference in construction, life safety and program requirements. Also, as a part of the National Plan a priority score was developed for the Keams Canyon inpatient facility. This priority score was lower than that for Sacaton.

In regards to the comparison of priority between the Sacaton and Hopi health facility projects the IHS Priority System for health facilities has been applied to the Indian health facility needs. This information along with the Priority System is currently under review and certification by the DHHS. The system and the five highest priority projects in both inpatient and ambulatory care categories will be available upon the certification by the DHHS.

However, efforts to date to apply the facilities priority system to these two facilities have indicated that the Hopi Medical Center is a sufficiently less urgent facility construction need.

PAPAGO

Q: It has been reported to me that the IHS Program Information Document completed in October of 1980 recommends the construction of a new hospital to replace the current facility on the Papago Reservation. Could you provide cost estimates of such a facility and its assigned construction priority?

A: A master plan study and a Program Information Document were prepared by the Tucson, Arizona Program Office for the facility at Sells, Arizona. One of the options in this study was the replacement of the facility. The IHS has addressed this need for improvement of the facility at Sells by recommending modernization in lieu of replacement. In FY 1981 the Congress appropriated $1,600,000 which will be used to remove some of the deficiencies documented in the master plan.

Question:	What are the Indian Health Services's (IHS's) plans regarding the funding for construction of a Kidney Dialysis Center on the Papago Reservation.
Answer:	The IHS is currently evaluating the cost and operational effectiveness of such a facility. If it is determined that the project is feasible and cost effective, the IHS will develop a report to Congress on its recommendation on providing such a program at Sells, Arizona for the Papago Indian Reservation.

QUESTIONS SUBMITTED BY SENATOR BURDICK

Sanitation Facilities

Question
What is the status of the water project on the Turtle Mountain Indian reservation in North Dakota? When does IHS foresee completion of the project? Will it be necessary to appropriate additional funds in either FY81 or FY82 to complete the project, or does IHS have funds available for this purpose?

Answer
The Project Summary and Memorandum of Agreement (MOA) for the project have been executed. The Turtle Mountain Band of Chippewas will be administering the project through the MOA. The $4 million funded in FY 80 will serve 840 existing homes in Phase I. Phase II, serving approximately 280 homes, will be funded in the 3rd Quarter of FY 81 for $2.5 million.

Extensive test well drilling has identified potential water sources. At this time, the closest water source is being evaluated to determine its potential to supply the system with adequate water. The tribe is in the process of obtaining the required rights-of-way for construction. An engineering consultant has been retained by the tribe and is now designing Phase I of the system.

The estimated completion date for this project is October, 1983. No additional appropriations are anticipated to be required for this project.

URBAN HEALTH NEEDS

QUESTION:	The health needs of urban Indians are becoming increasingly evident in North Dakota, and a consortium of Indian groups is proposing to conduct a state-wide health needs assessment. The results of the assessment will be used to solicit funding from private sources to establish urban Indian medical care in the state. Projected cost of the assessment is about $75,000. What is your reaction to this approach and the feasibility for funding the study in FY 1982?
ANSWER:	Broken Arrow, Inc. is proposing to do a needs assessment and to establish linkages with the University of North Dakota School of Medicine for the purpose of addressing the health needs of the medically underserved off-reservation Indians in the State of North Dakota.

A two year phase out of the IHS funded urban health program will begin in FY 1982. Urban Indians will be eligible for care under alternative programs such as Medicaid, local and state health care supported by Federal health block grants, and state and local funding.

INMED PROGRAM

QUESTION: What is the budget request for the INMED program at the University of North Dakota?

ANSWER: The Reagan budget request does NOT provide funding for the INMED Program. Student costs are the only costs provided in the FY 82 budget request. These costs are projected at $465,000 and will support 35 students currently enrolled in the program.

There are no funds requested for institutional grant programs. The INMED Program is an institutional grant program.

QUESTION: How does this figure compare with the budget request submitted IHS by INMED?

ANSWER: The INMED budget request is $336,160. These funds provide support for 9 INMED staff. The staff of INMED is responsible for recruitment, counseling (personal and academic), assistance with location and placement in medical and dental school. Additionally, the staff assists students in identifying summer placement sites and also with final placement after graduation.

SUBCOMMITTEE RECESS

Dr. JOHNSON. Thank you.

Senator McCLURE. Thank you.

The subcommittee will stand in recess until tomorrow morning at 9 o'clock or subject to the call of the Chair. Thank you.

[Whereupon, at 11:55 a.m., Thursday, April 23, the subcommittee was recessed, subject to the call of the Chair.]

DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS FOR FISCAL YEAR 1982

FRIDAY, APRIL 24, 1981

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met at 11:30 a.m., in room 1224, Everett McKinley Dirksen Senate Office Building, Hon. James A. McClure (chairman) presiding.

Present: Senator McClure.

DEPARTMENT OF ENERGY

ENVIRONMENTAL PROTECTION, SAFETY, AND EMERGENCY PREPAREDNESS

STATEMENT OF BARTON R. HOUSE, ACTING ASSISTANT SECRETARY

ACCOMPANIED BY:
- HARRY A. JONES, DEPUTY ASSISTANT SECRETARY FOR STRATEGIC PETROLEUM RESERVE
- CAPTAIN GORDON R. GILMORE, DIRECTOR, OFFICE OF NAVAL PETROLEUM AND OIL SHALE RESERVES PROGRAM
- SAMUEL M. BRADLEY, ACTING ASSISTANT ADMINISTRATOR FOR ENERGY CONTINGENCY PLANNING

1981 APPROPRIATION AND 1982 BUDGET REQUEST

Senator MCCLURE. The subcommittee will come to order.

Good morning. This is the time scheduled to review the fiscal year 1982 budget requests for the strategic petroleum reserve, the naval petroleum and oil shale reserve, and the gas rationing programs.

The fiscal year 1982 request for the strategic reserve amounts to over $3.88 billion, while the naval petroleum and oil shale reserve amounts to some $228.463 million. These figures represent increases over the revised fiscal year 1981 budget of $552.7 million and $26.3 million, respectively. The revised fiscal year 1981 budget includes a proposed supplemental of $1.3 billion for the strategic reserve which is pending before this subcommittee.

The fiscal year 1982 request for emergency preparedness is $2 million—up $1 million from 1981—while there is zero funding proposed for gas rationing for the upcoming fiscal year.

Presenting testimony on behalf of the Department will be Mr. Barton House, Acting Assistant Secretary for Environmental Protection, Safety, and Emergency Preparedness; Mr. Harry Jones, Deputy Assistant Secretary for Strategic Petroleum Reserve; Captain Gordon Gilmore, Director of the Naval Petroleum and Oil Shale Reserves Program; and Mr. Samuel Bradley, Acting Assistant Administrator for Energy Contingency Planning.

PREPARED STATEMENT

Gentlemen, let me welcome each and all of you before the subcommittee this morning. Mr. House, if you would like to begin by highlighting your testimony as you desire, we will then turn to the statements of each of the others. Your full statements will, of course, appear in full in the record.

[The statement follows:]

STATEMENT OF BARTON R. HOUSE

Mr. Chairman and members of the subcommittee, I am pleased to be here today to discuss with you the Department's emergency preparedness programs. With me today are: Mr. Harry A. Jones, Deputy Assistant Secretary for Strategic Petroleum Reserve Office; Capt. Gordon R. Gilmore, Director, Naval Petroleum and Oil Shale Reserves Program; and Mr. Samuel M. Bradley, Acting Assistant Administrator for Energy Contingency Planning.

Following my brief opening statement, each of these gentlemen will deliver statements on their program responsibilities. We will then be prepared to respond to your questions.

I would like to begin by highlighting several very important aspects of our emergency preparedness programs.

The Department is committed to the development of a planned, more effective, and more timely overall energy emergency response capability. To that end, on February 25, 1981, as a part of a broader restructuring of the Department of Energy organization, energy emergency preparedness functions located in various elements of the agency were brought together under the new Office of the Assistant Secretary for Environmental Protection, Safety, and Emergency Preparedness.

The emergency preparedness elements incorporated into this new office includes responsibility for maintaining the capability to deal with energy emergencies. The office also includes overall agency responsibility for fulfillment of our environmental and safety requirements and policies.

The administration and this Department are firmly committed to the development of an effective strategic petroleum reserve program, and the budget for fiscal year 1982 and the proposed supplemental for fiscal year 1981 reflect this commitment.

The President's fiscal year 1982 budget request provides for a 750 million barrel reserve, to be completed and filled by 1989, which will be a secure and reliable system capable of withdrawing crude oil at a rate of up to 4.5 million barrels per day if necessary.

In addition, the Department is conducting reviews of various policy options and their implications for the national economy in dealing with possible disruptions in petroleum supplies. These reviews are being done with the cooperation and input of other Federal agencies.

The fiscal year 1982 budget request for the programs being discussed today is as follows:

[Dollars in thousands]

	Fiscal year 1981 revised request	Fiscal year 1982 request
Strategic petroleum reserve:		
Planning	8,000	9,000
Petroleum acquisition and transportation	2,688,282	3,684,000
Storage facilities development and operations	82,834	178,496
Program direction	11,391	11,912
Subtotal	[1] 2,790,507	3,883,408
Entitlements	540,168	
Total, SPR	3,330,675	3,883,408
Naval petroleum reserves:		
(Reserves 1 and 2 California)	183,940	202,037
Reserve 3 (Wyoming)	13,413	22,869
Program direction	893	997
Total, NPR	[2] 198,246	225,903
Naval oil shale reserves	3,900	2,560
Emergency preparedness	6,300	7,900
Emergency energy conservation	2,000	2,000
Gasoline rationing	[3] 3,500	

[1] Includes proposed supplemental request of $1,305,000 for petroleum acquisition and $507,000 for October 1980 pay raise.

[2] Includes pay raise supplemental of $272,000.

[3] Reflects proposed rescission of $33.155 million and reprograming of $6.012 million for pay raise.

Mr. Jones will now discuss the strategic petroleum reserve in more detail.

BIOGRAPHY OF BARTON R. HOUSE

Barton R. House was named Acting Assistant Secretary for Environmental Protection, Safety, and Emergency Preparedness, Department of Energy on April 8, 1981. Prior to this, Mr. House served as Deputy Administrator for Operations and Emergency Management, Economic Regulatory Administration, Department of Energy. He was responsible for overseeing ERA's petroleum operations, and during energy emergencies, managing all of ERA's resources, including regional resources, to provide ERA's operational response. Previously, Mr. House served as ERA's Assistant Administrator for Fuels Regulation. While serving in that capacity, he directed the Coal Supply Task Force during the coal strike of 1977–78 and, more recently, the Diesel Task Force, established to ease the effects of current diesel shortages.

Prior to the creation of DOE, Mr. House was the Deputy Assistant Administrator for Operations in the Office of Regulatory Programs of the Federal Energy Administration that became part of the new Department on October 1, 1977. Mr. House joined FEA in 1974 and serves in a number of positions including Senior Operations Research Analyst; Director, Program Integration; and Associate Assistant Administrator for Program Development, before his appointment as Deputy Assistant Administrator for Operations on November 1975.

Mr. House has worked as director of advance planning for Grumman Aerospace Corp. and in various civilian positions with the U.S. Army, among them Chief and Deputy Chief of Programs, Coordination Group of the U.S. Combat Development Command, Advanced Attack Helicopter Task Force; Research Analyst, Office of the Deputy Secretary of the Army, Operations Research; and Acting Director for Systems Integration Analysis and Chief of the Strategic Forces Group at the U.S. Army Concepts Analysis Agency.

A native of Somerset, Mass., Mr. House received his bachelor of science degree in mechanical engineering from Southwestern Massachusetts University in 1960 and his master of science degree in operations research from New York University in 1966.

Mr. House is a veteran of 6 years in the Air National Guard, and received the Army's Meritorious Civilian Service Award in 1970. In 1974, he was awarded the Superior Service Award from FEA, and in 1975 he received the FEA Distinguished Service Award. He is the author of several publications.

REMARKS OF BARTON R. HOUSE

Mr. HOUSE. Thank you very much, and good morning to you, Mr. Chairman.

Mr. Chairman and members of the subcommittee, I am pleased to be here today to discuss with you the Department's fiscal year 1982 budget request for the strategic petroleum reserve, the naval petroleum and oil shale reserves, and emergency preparedness.

On the 24th of February, Secretary Edwards announced a broad restructuring of the Department. This reorganization created the Office of the Assistant Secretary for Environmental Protection, Safety, and Emergency Preparedness, of which I am now the acting head.

This brought together for the first time the various emergency preparedness functions that had been previously located in the various parts of the Department, including the SPR, NPR, energy emergency planning and operations, and environmental protection and safety programs.

We are committed to the development and implementation of a planned, effective, timely, and comprehensive energy emergency response capability, including not only the planning for but also the implementation of the necessary measures to mitigate the impacts of an energy emergency.

The fiscal year 1982 budget request for the Office of Environmental Protection, Safety, and Emergency Preparedness is $4.2 billion.

This administration is firmly committed to the development of an effective strategic petroleum reserve. In this budget we are requesting approximately $3.9 billion to insure that we reach 750 million barrels in storage in 1989. This includes $3.7 billion for oil purchases, $178 million for storage facilities development and operation, and $12 million for administration of the program. This is an increase of $400 million over the fiscal year 1981 request of $3.5 billion.

One of the most frequent criticisms of the Department has been that it does not produce one drop of oil. This is wrong. At the present time the Department's naval petroleum reserves are producing approximately 177,000 barrels of oil a day.

We are requesting $228 million to continue the operations of the naval petroleum and oil shale reserves. This represents an increase of almost $27 million over last year's budget.

The fiscal year 1982 budget request contains approximately $10 million for the conduct of the emergency preparedness plans and operations. We believe this will be sufficient to retain a competent core staff of about 100 people to design and operate the necessary emergency planning functions to respond to future energy emergencies.

STATEMENT OF HARRY A. JONES

I now would like Harry Jones to discuss the strategic petroleum reserve budget request in detail.

Senator McClure. Thank you.

Mr. Jones, your full statement is placed in the record at this point. You may highlight or proceed as you desire.

[The statement follows:]

STATEMENT OF HARRY A. JONES

Introduction

Mr. Chairman and Members of the Subcommittee, it is a pleasure to have this opportunity to discuss the status of the Strategic Petroleum Reserve (SPR) Program and the FY 1981 Supplemental and FY 1982 Budget requests.

Status of the Strategic Petroleum Reserve

A. Resumption of Oil Acquisition

The most significant event during 1980 involving the Strategic Petroleum Reserve was the resumption of oil fill. The Department of Energy had ceased issuing oil procurement solicitations in May 1979, due to the tight crude oil market conditions resulting from the reduction of Iranian production. Oil fill was resumed following enactment of the Energy Security Act on June 30, 1980. This Act directed that the President immediately undertake and thereafter continue crude oil acquisition "...at a level sufficient to assure that crude oil in storage in the Strategic Petroleum Reserve will be increased at an average rate of at least 100,000 barrels per day for FY 1981 and for each fiscal year thereafter."

On August 4, 1980, the President delegated authority to the Secretary of Energy to utilize Naval Petroleum Reserves oil in exchange for oil for the Strategic Petroleum Reserve. A policy decision was made to utilize 75 percent of the Government's share of Naval Petroleum Reserves production while 25 percent would continue to be set-aside for sale to small refiners. The Defense Fuel Supply Center, acting as purchasing agent for the Department of Energy, conducted a competitive exchange of Naval Petroleum Reserves oil for oil to be delivered to the Strategic Petroleum Reserve.

By October 31, 1980, the Defense Fuel Supply Center had awarded contracts under the competitive SPR/NPR exchange solicitation in the amount of 36.6 million barrels. Additionally, an agreement was concluded with the Pacific Refining Company on August 29, 1980, to provide for the direct delivery of 641,490 barrels of crude oil by pipeline from Elk Hills.

On December 12, 1980, Congress enacted Public Law 96-514, the Department of the Interior and Related Agencies Appropriations Act for FY 1981, which provides that "the President shall immediately seek to undertake and thereafter continue crude oil acquisition, transportation and injection activities at a level sufficient to assure that crude oil storage in the SPR will be increased to an average annual rate of at least 300,000 barrels per day or a sustained average annual daily rate of fill which would fully utilize appropriated funds."

On January 30, 1981, the Defense Fuel Supply Center issued the first in what we plan to be continuous open solicitations for crude oil. Awards are made on a periodic basis depending on the acceptability of offers from the standpoint of price, timing and quality. Through April 10, 1981, contracts for over 38 million barrels of crude oil have been awarded under this method, bringing to almost 167 million barrels the amount of crude oil in storage or scheduled for delivery to the Reserve. Approximately 124.7 million barrels were in storage on April 10, 1981, with a further 42 million barrels scheduled for future delivery. In less than three months, the Reagan Administration has doubled the Strategic Petroleum Reserve fill rate from 100 to 200 thousand barrels per day. Our current oil delivery schedule projects approximately 160 million barrels will be in storage by early July. This compares with a September 30 budget target of 168 million barrels.

The Energy Security Act also required that an amendment to DOE's entitlements program regulations be in place no later than August 29, 1980, to provide the advantages of low-priced lower-tier crude oil to the Reserve. The Department of Energy issued final rules on August 29, 1980, which enabled the Federal Government to benefit from the entitlements program when filling the Strategic Petroleum Reserve. Total entitlements benefits prior to decontrol are estimated to be $540,168,000.

B. Construction Status

For the benefit of the new members of this committee, I will briefly review the Strategic Petroleum Reserve development program. The Strategic Petroleum Reserve is being developed in separate phases. It should be understood that although the separate phases involve development work for different storage facilities, the phases do overlap in time. Decisions have been made and funding requested for the first three increments or phases to provide a total of 750 million barrels of capacity by 1989.

Phase I

Phase I consists of 248 million barrels of storage capacity in five storage sites, one in Texas and four in Louisiana, plus a Government-owned marine terminal facility at St. James, Louisiana. The Phase I sites are Bayou Choctaw, West Hackberry, Weeks Island and Sulphur Mines in Louisiana, and Bryan Mound in Texas.

All five of the Phase I storage sites had existing capacity developed either through solution or conventional mining techniques. These sites were selected for conversion to crude storage sites because of existing capacity suitable for crude storage, and their proximity to commercial facilities which permitted distribution to inland and local refineries via pipeline and to other coastal locations, including noncontiguous areas, via ocean going vessels.

To develop these facilities over 2,100 acres of land were acquired. In addition, 175 miles of 30, 36 or 42 inch diameter pipeline were constructed to interconnect with commercial pipelines and marine terminals. Over 3,200 acres of rights-of-way were obtained. In Phase I of the program, 55 wells were drilled for oil fill, drawdown and brine disposal, and 20 wells were worked over.

Phase I construction began in July 1977 with the installation of temporary facilities for early oil fill. During 1980, Phase I facilities development was completed as designed.

Phase II

Phase II consists of expansion of three of the five Phase I sites: West Hackberry by 160 million barrels, Bryan Mound by 120 million barrels and Bayou Choctaw by 10 million barrels through the acquisition of an existing cavern. Facilities installed at West Hackberry and Bryan Mound sites during Phase I are being modified and used for the solution mining of the additional underground storage capacity. Each of the expansion caverns being created will have a net oil storage capacity of 10 million barrels. For Phase II, 46 wells out of a planned 48 wells have been drilled for leaching, oil fill, and withdrawal of oil.

To accommodate the high volume of brine generated during the creation of the new caverns at the West Hackberry and Bryan Mound sites, brine disposal pipelines had to be constructed to discharge the brine offshore in the Gulf of Mexico. The two brine disposal pipelines are 36 inches in diameter and total 41.6 miles in length.

Phase II facilities construction at Bryan Mound will be completed during 1981. Leaching operations were initiated in March 1980 and will continue into 1986. Since July 1980, brine disposal rates have averaged over 600,000 barrels per day. I am pleased to report that our environmental monitoring has not detected any detrimental effect to the Gulf or to sea life as a result of the brine disposal operations.

Phase II facility construction at West Hackberry will be completed during 1981. The 27 mile brine pipeline was completed in December 1980 and all wells required for leaching have been drilled. The commencement of leaching is planned at West Hackberry in May 1981.

Under current plans, fill of the Phase II expansion of 120 million barrels and Phase III expansion of 40 million barrels at Bryan Mound will be completed in March 1987, and fill of the Phase II expansion of 160 million barrels and Phase III expansion of 30 million barrels at West Hackberry will be completed in December of 1987. The second group of six caverns at Bryan Mound and eight caverns at West Hackberry will be leached simultaneously with the Phase III caverns at these sites.

We are looking at ways to accelerate the Phase II program without significantly increasing the Estimate at Completion. We have initiated action to increase the Bryan Mound leaching rate to 980,000 barrels per day by the end of 1981.

Phase III

Phase III of the program consists of 212 million barrels of storage capacity. Phase III, like Phase II, is currently planned to include the solution mining of salt domes in the Gulf Coast region to create underground storage caverns. Phase III will involve the further expansion of two existing sites. Bryan Mound will be expanded by an additional 40 million barrels and West Hackberry will be expanded by an additional 30 million barrels. In addition, at least one new site will be developed for the remaining capacity.

FY 1982 Budget Request

A. Summary

I will turn now to the FY 1982 budget request for the Strategic Petroleum Reserve. We are requesting $3,883,408,000 for Budget Authority in FY 1982. In addition, we are requesting $1,305,000,000 in a FY 1981 supplemental request to replace benefits from the entitlements program which were lost when crude oil prices were decontrolled on January 28, 1981, and $507,000 for October 1980 pay raise costs.

B. Major Policy Decisions and Assumptions Affecting the Budget

The FY 1982 budget proposal for the Strategic Petroleum Reserve embodies the following major program policy decisions and assumptions:

1. Funding in the FY 1982 request assumes continuation of Phase II construction. The Estimate of Completion remains unchanged.

2. Funding is requested to initiate Phase III site acquisition, design and construction for one new site plus a further expansion of two Phase II sites, West Hackberry and Bryan Mound.

3. Phase III will be 212 million barrels to provide for 750 million barrels of filled storage by 1989.

4. The March 10, 1981, budget request is based on the assumption that oil acquisition will continue to be financed by direct appropriations. The budget request is based on an annual average rate of 207,000 barrels per day during FY 1981 increasing to an annual rate of 230,000 barrels per day in FY 1982. This provides for a fill level of 252 million barrels by the end of FY 1982.

5. Oil prices and delivery costs are assumed to trend gradually upward this year and to increase slightly faster than the rate of inflation through program completion.

6. Based on the foregoing assumptions, the completed 750 million barrel SPR will cost $41.7 billion.

C. Explanation of the FY 1982 Budget Request

The Department is requesting $3,883,408,000 in new budget authority for the Strategic Petroleum Reserve Program in FY 1982 for the following purposes:

1. Planning: $9,000,000 to support the funding of studies pertinent to major issues concerning the development and use of the Strategic Petroleum Reserve, including Environmental Impact Statement preparation, environmental monitoring of sites and brine disposal, management information, computer services and Phase IV planning.

2. Petroleum Acquisition and Transportation: $3,684,000,000. This budget assumes continuation of direct appropriation financing of the Strategic Petroleum Reserve at an average rate of 230,000 barrels per day in FY 1982, to a cumulative fill level of 252 million barrels, with a further 54 million barrels on order for delivery in FY 1983.

3. Storage facilities development and operation: $178,496,000 for the following purposes:

   a. Phase II: $34,065,000

      The Phase II funding category provides for continued incremental funding of development of 290 million barrels of additional storage capacity at West Hackberry, Bryan Mound and Bayou Choctaw. The total cost of Phase II is estimated to be about $702,255,000 or $2.42 per barrel of capacity. Through FY 1981, the Congress has provided $527,637,000 for Phase II.

   b. Phase III: $102,949,000

      The total cost of Phase II is estimated to be $1,033,742,000 or about $4.87 a barrel of capacity. The FY 1981 budget provided $2,802,000 to conduct engineering analyses of the Phase III sites. The Phase III storage represents the least cost approach now available to complete 212 million barrels of storage.

The FY 1982 request of $102,949,000 is to proceed with detailed design and development of Phase III sites, which are scheduled to be completed in FY 1989.

c. Non-Phase Specific: $41,482,000

A new budget category called "non-phase specific" was added in FY 1981 to include those facility development activities not clearly associated with any one of the phases. Included in this category are Continuing Engineering, Operations and Maintenance, and Safety, Security and Reliability Upgrades.

4. Program Direction: $11,912,000

Program Direction funding provides for the salaries and expenses necessary to plan and manage the Strategic Petroleum Reserve. During 1981 the staffing level of 190 full time positions will be required and during FY 1982 it will increase to 200 positions. These additional 10 people are required for the initiation of Phase III of the Strategic Petroleum Reserve.

A total of 32 other than full time positions for the Strategic Petroleum Reserve are funded as are 25 full time positions transferred to the Corps of Engineers during FY 1979.

D. Proposed FY 1981 Supplemental Request

The Department is also requesting an additional $1,305,000,000 to remain available until expended for petroleum acquisition and transportation for the Strategic Petroleum Reserve. The President's January 1981 budget estimated that $1,845,390,000 in entitlements would be received by the Strategic Petroleum Reserve in FY 1981. This estimate was based on the assumption of a continuation of phased oil price decontrol and an SPR fill rate of 207,000 barrels per day in FY 1981. Prior to the Administration's decision to decontrol oil prices in January 1981, the SPR had earned an estimated $540,168,000 in such receipts, a reduction of about $1,305,000,000 from the prior estimate. It is proposed that this estimated loss be restored by a supplemental appropriation for FY 1981 in the amount of $1,305,000,000. If such a supplemental appropriation is not made available in a timely manner, oil procurement will be delayed, which will increase the acquisition cost for oil.

Conclusion

In conclusion, I would note that the Congress has expressed its support for this program in the past through the appropriation of nearly $7 billion in funds and in other ways as well. This support is resulting in the development of an emergency oil storage system which, as both a strategic and financial asset of the United States, will provide the nation with benefits in excess of the budgetary resources required.

We believe that the budget levels the President has proposed for the SPR program in FY 1981 and in FY 1982 reflect the high priority which the Administration has placed on a responsible but expeditious execution of program plans. I commend these proposals to you and ask for your continued support of our effort.

Mr. Chairman, this concludes my statement. I will be pleased to answer any questions you may have at this time.

BIOGRAPHY OF HARRY A. JONES

Harry A. Jones currently is serving as Deputy Assistant Secretary for the Strategic Petroleum Reserves (SPR) in the Office of Resource Applications at the Department of Energy (DOE). He is responsible for DOE's program to provide a petroleum reserve to diminish the vulnerability of the U.S. to the effects of crude oil supply interruption. Mr. Jones has been with DOE since November 1976 when he joined the SPR program as Director of the Site Operations Division.

Prior to joining DOE, Mr. Jones held the dual positions of Manager, Planning Division, and Manager, Operations Division, for Esso Asia Services, Inc. in Singapore. From 1970 to 1972, he served as a Logistics Staff Analyst with Esso Eastern, Inc. in Houston, Texas.

Mr. Jones was an officer in the U.S. Army from 1959 to 1970. His military assignments included various management positions in petroleum related areas, including Commanding Officer, U.S. Army Petroleum Depot, Ryukyu Islands; and Chief, Petroleum Branch, U.S. Army Vietnam.

A native of Ryan, Oklahoma, Mr. Jones was born on August 14, 1935. He graduated from the University of Texas in 1959 with a bachelor of science degree in petroleum engineering. He received a master of science degree in petroleum engineering from the University of Pittsburgh in 1966.

Mr. Jones was recently awarded the Presidential rank of Meritorious Executive. During his military service he was the recipient of the Bronze Star Medal, Army Meritorious Service Medal, and Commendation Medal with oak leaf cluster.

Mr. Jones is married to the former Linda Askew. They have two sons, Kevin and Harry, Jr., and a daughter, Karen.

STRATEGIC PETROLEUM RESERVE

Mr. JONES. Thank you, Mr. Chairman. Inasmuch as you were in attendance at the authorization hearing, I am going to give an abbreviated version of my summary and highlight just the major points concerning the status of the program and concerning the budget request that is before the Senate.

As of today we have 130.1 million barrels of oil in storage with another 36 million barrels under contract scheduled for delivery through September 30. That means that we have acquired a total of 75 million barrels since oil fill resumed in September 1980.

We anticipate having by the first week of July about 160 million barrels in storage, actually in the ground.

As a result of the Energy Security Act allowing the Department to take advantage of entitlements, some $540 million of entitlements did accrue to the strategic petroleum reserve. That money has been obligated for oil purchases. At the present time, the Defense Fuel Supply Center has $1.1 billion which is, as of yet, unobligated. Should we succeed in obligating this money this year, we can anticipate having in the neighborhood of 194 million barrels in storage by the end of this fiscal year.

SPR CONSTRUCTION

Turning now to the construction status, as you are aware, the program is being developed in three phases. Phase I consisted of a marine terminal and five storage sites which had existing capacity converted for use in hydrocarbon storage. That was completed in late 1980, and four of those sites currently contain oil.

At the present time we have a drawdown capability of 1.7 million barrels a day from the phase I sites.

Phase II of the program is now underway, and that is an expansion of three of the phase I sites by 290 million barrels.

A 120 million barrel expansion of the Bryan Mound site is underway. Leaching began in March 1980, and at the present time we have leached some 20 million barrels of storage. However, oil fill in substantial quantities will not start until late this year.

The West Hackberry site will be expanded by 160 million barrels, and leaching is schedule to begin in May of this year. About 2 weeks ago we received the final permit to commence leaching from the Environmental Protection Agency.

The construction of all the hardware is expected to be completed by September of this year, other than site clean-up, which will carry over into fiscal year 1982.

Bayou Choctaw is the third site which is being expanded. That will be expanded by 10 million barrels. The drilling is underway on that site now and construction will continue into fiscal year 1982. Completion of all phase II leaching is scheduled for 1986.

Phase III of the program is the addition of 212 million barrels which consists of a further expansion at Bryan Mound and West Hackberry and a new grassroots site of 142 million barrels. That will take the program to 750 million barrels, and according to the current schedule would be completed in fiscal year 1989.

As has been previously discussed in other hearings and in the annual report, we have included in the budget a scaledown of oil fill due to capacity limitations during the time period of fiscal years 1984 and 1985. Pending receipt of a permit which we applied for in February 1981, we will increase the leaching rate at the Bryan Mound site from a daily rate of 160,000 barrels to an average rate of 980,000 barrels a day.

That will generate some 50 million barrels of additional capacity by the end of the 1984–85 timeframe and will allow us to continue to fill the reserve at the rate of 200,000 barrels a day without being capacity-limited below that number throughout the life of the program.

SPR BUDGET REQUEST

Next I will turn to the budget.

We are requesting $3.9 billion in budget authority for fiscal year 1982, and in addition we have requested $1.3 billion in a fiscal year 1981 supplemental request to replace entitlement benefits not realized as a result of decontrol.

The major policy decisions and assumptions which form the basis for the fiscal year 1982 budget were that the phase II construction would continue with the estimate at completion remaining unchanged.

Funding is requested to initiate phase III site acquisition, design, and construction for one new site plus a further expansion of two phase II sites, West Hackberry and Bryan Mound.

Phase III adds another 212 million barrels to phases I and II, bringing us to a total of 750 million barrels of filled storage.

The budget request is based on an annual average rate of 207,000 barrels per day during fiscal year 1981, increasing to an annual rate of 230,000 barrels per day in fiscal year 1982. So that we would end fiscal year 1982 with a total of 252 million barrels in storage.

Oil prices and delivery costs are assumed to be slightly higher, and increase slightly faster than the rate of inflation throughout the period of time.

Turning now to the details of the budget request, we requested $9 million for planning, $3.684 billion for oil acquisition. The oil acquisition would bring us to a cumulative fill level of 252 million barrels and allow us to have some 54 million barrels under contract for delivery in fiscal year 1983.

For storage facilities, we requested $34 million for the continuation of phase II. The estimated completion, as I said, remains unchanged. And through 1981 we had received budget authority of some $527 million.

We have requested $102,949,000 for phase III. The total cost of phase II is estimated to be $1.033 billion or about $4.87 a barrel of capacity.

In addition, for the nonphase specific category, which appeared for the first time in the fiscal year 1981 budget, we requested $41,482,000. That is for continuing engineering, operations and maintenance, and safety, security, and reliability upgrades.

And we requested $11,912,000 in program direction, which reflects an increase to 200 full-time personnel—that is an increase of 10 personnel—to initiate the phase III construction activities, and also the program direction includes 32 other-than-full-time personnel and funding for 25 personnel in the Corps of Engineers.

The $1.3 billion supplemental, as I mentioned earlier, is to replace entitlements which we had estimated in the original January budget would accrue to SPR. It was estimated we'd have $1.8 billion in entitlements. We received $540 million, so the supplemental basically is to replace those funds.

Assuming we are successful in acquiring another 27 or 28 million barrels of oil this year, that will extend the $1.1 billion which Defense Fuel Supply Center currently has. The $1.3 billion supplemental will be used for term contracts to buy somewhere between 85,000 and 100,000 barrels a day for delivery in fiscal year 1982.

We anticipate being ready by early May to issue a solicitation for term purchases, and the only constraint will be when the program receives the supplemental. We would like to be able to have a test procurement as early as possible because July 1 is the date that we must make a decision about the naval petroleum reserve. We would first like to make an attempt to purchase from the open market for deliveries directly to the SPR with the naval reserve oil being sold as it had been in the past prior to 1981.

In conclusion, I'd like to note that the Congress has continually expressed its interest in the aggressive development of the strategic petroleum reserve and heretofore has not been an impediment in the program. We are going to require continued budget obligations in order to be able to continue the aggressive fill schedule that we now have underway. We anticipate that the SPR will be developed within the time schedules or earlier than we have presented in the fiscal year 1982 budget, and as Secretary Edwards mentioned in testimony in the past, we are currently looking at accelerations of the program and the cost tradeoffs involved in possible acceleration. We expect that sometime later this year we will have our proposals that will be submitted as part of the fiscal year 1983 budget request.

That completes my statement, Mr. Chairman.

Senator McClure. Thank you very much.

STATEMENT OF CAPT. GORDON R. GILMORE

Captain Gilmore, your entire statement will be placed in the record. You can summarize in whatever way you desire.

[The statement follows:]

Statement of Capt. Gordon R. Gilmore

Mr. Chairman, I am Gordon R. Gilmore, a Captain in the U.S. Navy and presently assigned as Director of the Naval Petroleum and Oil Shale Reserves. I know that many of you on this committee are well acquainted with the background and history of the naval petroleum and oil shale reserves program, but I would like to summarize for the new members a few major points about the program.

There are three petroleum reserves and three oil shale reserves. naval petroleum reserve No. 1, located at Elk Hills, Calif., is one of the largest producing oil fields in the United States, and has remaining recoverable reserves of nearly 1 billion barrels. Production is accomplished under a unitization agreement with Chevron, with the Government receiving about 80 percent of production and Chevron the remainder. In fiscal year 1980, production from naval petroleum reserve No. 1 averaged 159,200 barrels of oil per day. Production continues to increase from that field and is estimated to average nearly 180,000 barrels per day in fiscal year 1981. That level of production makes it second in the United States only to Prudhoe Bay as a producing field.

Naval petroleum reserve No. 2 joins the southwest portion of naval petroleum reserve No. 1 and has been leased for production since the early 1920s. About 630 million barrels have been produced from naval petroleum reserve No. 2 over the years and recoverable reserves remaining are now about 20 million barrels. During fiscal year 1980 the Government received about 300 barrels of oil per day as royalty, and that should remain fairly level during the next several years.

Naval petroleum reserve No. 3, located northeast of Casper, Wyo., is also being developed and is totally Government-owned and managed. Recoverable reserves remaining there are approximately 26 million barrels. Annual production during fiscal year 1980 averaged 4,500 barrels of oil per day. It is expected that production will average about 4,000 barrels of oil per day in fiscal year 1981 and fiscal year 1982.

There has been no exploration or development of the oil shale reserves located in Colorado and Utah, although we are making progress on a predevelopment plan for naval oil shale reserve No. 1 in Colorado. There have been some recent discoveries of conventional oil and gas in the vicinity of naval oil shale reserve No. 2 in Utah and naval oil shale reserve No. 3 in Colorado.

Development of the petroleum reserves is generally proceeding according to plan. We had anticipated the availability of two additional drill rigs at naval petroleum reserve No. 1, however, with drilling activity in the United States at an all-time high, we have not been able to expand our rig count since early in the fiscal year. we are actively pursuing the two additional rigs and anticipate bringing them on board within 30 days, if acceptable rates can be negotiated. Consideration is being given to moving the Government fig from NPR-3 to Elk Hills this summer if needed to complete the 50 well program for 1981.

Since last year we have been authorized to use naval petroleum reserve oil to support the Defense Department and the strategic petroleum reserve. During September and October 1980, approximately 640,000 barrels of oil were transported directly from naval petroleum reserve No. 1 at Elk Hills to the strategic petroleum reserve sites on the Gulf Coast.

FISCAL YEAR 1982 BUDGET REQUEST

Turning now to the fiscal year 1982 budget request for the naval petroleum and oil shale reserves. Out of the total naval petroleum reserve request for $225,903,000, $202,037,000 is needed for continued development and production of naval petroleum reserve No. 1. At that level of funding, output from the reserve should peak at between 180,000 and 190,000 barrels of oil per day, bringing in revenues for fiscal year 1982 of about $2.4 billion. This level of funding is an increase of approximately $18 million over the fiscal year 1981 revised request.

Roughly half of the request, $107,161,000 is needed for operations and maintenance of the reserve. This is almost a 60-percent increase over operations and maintenance funding for fiscal year 1981, caused chiefly by increased natural gas operations (+$6.3 million), remedial work on existing wells (+$5.3 million), 145 miles of road repairs (+$4.9 milion), and increased electrical usage (+$7.1 million).

We also plan to expand our drilling activity significantly at naval petroleum reserve No. 1. The field should have an ongoing program of 60–90 new wells per year to reach and then maintain the maximum sustainable rate of production. The drilling program for fiscal year 1982 would include 91 development wells and four exploratory wells.

During fiscal year 1982, we expect to complete essentially all of the California development projects. The request of $7.2 million for this program will bring to $361.2 million the cumulative amount which has been requested for these projects since 1977.

The fiscal year 1982 budget request for naval petroleum reserve No. 3 is $22,869,000. This represents an increase of some 70 percent over the fiscal year 1981 appropriation. This level of funding would support a production program of 4,000 barrels of oil per day, with revenues at naval petroleum reserve No. 3 of almost $69 million. Underlying the large percentage increase for naval petroleum reserve No. 3 is a significantly larger development program (+$3.4 million), expansion of the enhanced recovery project (+$3.5 million), and across-the-board increases in operation and maintenance (+$2.4 million).

The fiscal year 1982 budget request for the naval oil shale reserve is $2,560,000. This is a reduction of $1,340,000 from the fiscal year 1981 appropriation, but will complete the predevelopment plan for these reserves and provide $160,000 for their surface management by the Interior Department's Bureau of Land Management.

The total amount of funds requested for program direction in the field and at headquarters ($4,666,000) is for the support of 21 full-time positions in headquarters, 82 full-time positions at the naval petroleum reserve project office in Elk Hills, Calif., and 18 full-time positions at the project office in Casper, Wyo, that helps to manage the naval petroleum and oil shale reserves in Colorado, Utah, and Wyoming.

That concludes my remarks, and I would be pleased to answer any questions you may have.

BIOGRAPHY OF CAPT. GORDON R. GILMORE

Capt. Gordon R. Gilmore is the director, naval petroleum and oil shale reserves, within the Office of Environmental Protection, Safety, and Emergency Preparedness, U.S. Department of Energy (DOE). He is responsible for management of the naval petroleum reserves in California and Wyoming and the naval oil shale reserves in Colorado and Utah.

Prior to reporting to the DOE for duty in June 1980, Captain Gilmore had served as officer in charge of construction to develop the Elk Hills Naval Petroleum Reserve. A career naval officer, Captain Gilmore's other previous assignments have included duty in Japan, Vietnam, Thailand, Cambodia, and various locations in the United States including two previous tours with the naval petroleum reserves.

Captain Gilmore holds a B.S. degree in petroleum engineering and an M.A. degree in management. He is a registered professional engineer. Captain Gilmore is the recipient of numerous awards including the Navy Marine Corps Medal, Bronze Star Medal with Combat V, three Meritorious Service Medals, and the Cambodian National Defense Medal. He was named as one of the Outstanding young Men of America in 1968.

A native of Texas, Captain Gilmore currently resides in Great Falls, Va. with his wife Donna and their three boys.

NAVAL PETROLEUM AND OIL SHALE RESERVES

Captain GILMORE. Thank you, Mr. Chairman.

I would like to summarize a few major points about the naval petroleum and oil shale reserves program.

There are three petroleum reserves and three oil shale reserves. Naval petroleum reserve No. 1, located at Elk Hills, Calif., is one of the largest producing oil fields in the United States, and has remaining recoverable reserves of nearly 1 billion barrels. Production is accomplished under a unitization agreement with Chevron U.S.A., with the Government receiving about 80 percent of production and Chevron the remainder. In fiscal year 1980, production from naval petroleum reserve No. 1 averaged 159,200 barrels of oil per day. Production continues to increase from that field and is estimated to average nearly 180,000 barrels per day in fiscal year 1981. That level of production makes it second in the United States only to Prudhoe Bay as a producing field.

Naval petroleum reserve No. 2 joins the southwest portion of naval petroleum reserve No. 1 and has been leased for production since the early 1920's. About 630 million barrels have been produced from naval petroleum reserve No. 2 over the years and recoverable reserves remaining are now about 20 million barrels. During fiscal year 1980 the Government received about 300 barrels of oil per day as royalty, and that should remain fairly level during the next several years. Total production from that reserve is about 200,000 barrels of oil per day.

Naval petroleum reserve No. 3, located northeast of Casper, Wyo., is also being developed and is totally Government-owned and managed. Recoverable reserves remaining there are approximately 26 million barrels. Annual production during fiscal year 1980 averaged 4,500 barrels of oil per day. It is expected that production will average about 4,000 barrels of oil per day in fiscal years 1981 and 1982.

There has been no exploration or development of the oil shale reserves located in Colorado and Utah, although we are making progress on a predevelopment plan for naval oil shale reserve No. 1 in Colorado. There have been some recent discoveries of conventional oil and gas in the vicinity of naval oil shale reserve No. 2 in Utah and naval oil shale reserve No. 3 in Colorado.

Development of the petroleum reserves is generally proceeding according to plan. We had anticipated the availability of two additional drill rigs at naval petroleum reserve No. 1, however, we have had trouble obtaining those. We had four rigs last year and just last week went up to five and are actively pursuing the sixth. Hopefully we will have that sixth rig on board shortly. If we have difficulty acquiring it, we are giving consideration to bringing in our Government rig from

Teapot Dome in Wyoming to Elk Hills to complete our 50-well program.

Since last year we have been authorized to use naval petroleum reserve oil to support the Defense Department and the strategic petroleum reserve. During September and October 1980, approximately 640,000 barrels of oil were transported directly from naval petroleum reserve No. 1 at Elk Hills to the strategic petroleum reserve sites on the gulf coast.

Turning now to the fiscal year 1982 budget request for the naval petroleum and oil shale reserves, out of the total naval petroleum reserve request for $225,903,000, $202,037,000 is needed for continued development and production of naval petroleum reserve No. 1. At that level of funding, output from the reserve should peak at about between 180,000 and 190,000 barrels of oil per day, bringing in revenues for fiscal year 1982 of about $2.4 billion. This level of funding is an increase of approximately $18 million over the fiscal year 1981 revised request.

Roughly half of the request, $107,161,000 is needed for operations and maintenance of the reserve. This is almost a 60-percent increase over operations and maintenance funding for fiscal year 1981, caused chiefly by increased natural gas operations, remedial work on existing wells, 145 miles of road repairs, and increased electrical usage.

We also plan to expand our drilling activity significantly at naval petroleum reserve No. 1. The field should have an ongoing program of 60 to 90 new wells per year to reach and then maintain the maximum sustainable rate of production. The drilling program for fiscal year 1982 would include 91 development wells and four exploratory wells.

During fiscal year 1982, we expect to complete essentially all of the California development projects. The request of $7.2 million for this program will bring to $361.2 million the cumulative amount which has been requested for these projects since 1977.

The fiscal year 1982 budget request for naval petroleum reserve No. 3 is $22,869,000. This represents an increase of some 70 percent over the fiscal year 1981 appropriation. This level of funding would support a production program of 4,000 barrels of oil per day, with revenues at naval petroleum reserve No. 3 of almost $69 million. Underlying the large percentage increase for naval petroleum reserve No. 3 is a significantly larger development program, expansion of the enhanced recovery project, and across-the-board increases in operation and maintenance.

The fiscal year 1982 budget request for the naval oil shale reserve is $2,560,000. This is a reduction of $1,340,000 from the fiscal year 1981 appropriation, but will complete the predevelopment plan for these reserves and provide $160,000 for their surface management by the Interior Department's Bureau of Land Management.

The total amount of funds requested for program direction in the field and at headquarters is for the support of 21 full-time positions in headquarters, 82 full-time positions at the naval petroleum reserve project office in Elk Hills, Calif., and 18 full-time positions at the project office in Casper, Wyo., that helps to manage the naval petroleum and oil shale reserves in Colorado, Utah, and Wyoming.

That concludes my remarks, and I would be pleased to answer any questions you may have.

Senator McCLURE. Thank you very much.

STATEMENT OF SAMUEL M. BRADLEY

Mr. Bradley, you may proceed. Your full statement will appear in the record at this point.

[The statement follows:]

STATEMENT OF SAMUEL M. BRADLEY

As Mr. House indiciated, the emergency preparedness functions in the Department have been consolidated under the Assistant Secretary for Environmental Protection, Safety, and Emergency Preparedness. In addition to managing the strategic petroleum reserve program and the naval petroleum and oil shale reserves programs, the Assistant Secretary is responsible for developing plans for energy emergencies as well as managing operations during an actual emergency.

The Department is requesting $5 million to continue our power supply and reliability activities. Funds are requested for reviewing international electricity transactions, expanding the Electric Power Monitoring Center, responding to fuel supply emergencies, and investigating major power system outages.

The Department is requesting $2 million for the emergency preparedness programs of the Economic Regulatory Administration. The recent decontrol of domestic oil markets has changed our emergency preparedness posture. In the past, the country had in place what might be called a "negative emergency preparedness policy" because of controls on petroleum. These controls amplified tightness in oil markets and, by allocating products on a historical basis, contributed to shortages and gasoline lines.

We are currently taking stock of existing emergency authority to determine what, if any, additional legislation is needed to mitigate future disruptions in world oil markets. The funding requested for fiscal year 1982 will be used to develop and maintain DOE readiness in the event of defense or peacetime "declared emergencies" and to insure an adequate DOE capability to communicate effectively with State and local governments.

Finally, $900,000 is requested to support a small price and supply analytical capability. Since world oil supplies are influenced by a relatively small number of producers concentrated in an insecure region of the world, we must be prepared to respond to potential supply disruptions. We believe that free market forces will, under most if not all conditions, provide the necessary incentives to insure the most efficient allocation of available supplies of crude oil. We believe, however, that continued monitoring is advisable since decisions to implement emergency plans or draw down SPR require information on international and domestic supply situations.

With respect to gasoline rationing, the administration has concluded that the magnitude and complexity of the problems associated with a coupon rationing program have raised serious questions about its viability. Even if the problems of logistics, security, fraud, and equity could be resolved and even if the preimplemenation work is completed, it is doubtful that the program could be implemented within the projected 3-month startup time after an emergency occurs. Consequently, we must concentrate on other, more readily workable emergency measures.

With respect to the Emergency Energy Conservation Act program activities, the fiscal year 1982 request of $2 million will be used principally to: (1) facilitate the dissemination of information regarding the development and implementation of voluntary emergency conservation measures and plans; (2) provide limited technical assistance to State and local government planners; and (3) develop and refine effective emergency measures aimed at mitigating the adverse economic and social effects of future supply interruptions.

The proposed fiscal year 1981 budget rescission for this program would reduce the budget by $10 million, largely by eliminating further categorical grants to the States for emergency conservation planning. During fiscal year 1980 and 1981, approximately $3.2 million was awarded to States for emergency conservation planning.

The proposed fiscal year 1981 rescission and fiscal year 1982 reduction in this program are consistent with other actions we have taken recently as a consequence of the President's removal of price and allocation controls on crude oil and petroleum products. The Department expects that voluntary restraint induced by market incentives will be more effective in dealing with future disruptions than would additional Government regulations. Thus, on February 23, 1981, we proposed to withdraw several measures from the standby Federal emergency energy conservation plan. If after reviewing the public comments we will receive by April 24, 1981, and other relevant information, the Department makes the proposed changes final, the standby Federal plan will include but two measures: a public information program and minimum automobile fuel purchase restrictions.

In conclusion, a need exists for continuing review of the implications to the economy of disruptions in petroleum supplies and the various policy options that will assist the market in coping efficiently and equitably with disruptions. This review will be done with the cooperation and input of other Federal agencies.

BIOGRAPHY OF SAMUEL M. BRADLEY

Samuel M. Bradley is the Acting Assistant Administrator for Energy Contingency Planning, Economic Regulatory Administration, U.S. Department of Energy (DOE). The Office of Energy Contingency Planning serves as the core staff in DOE for the preparation of energy contingency response plans.

Prior to his appointment to his current position in August 1980, Mr. Bradley was Deputy Assistant General Counsel for Petroleum Regulations in DOE's Office of General Counsel. Mr. Bradley joined the General Counsel's Office of the Federal Energy Administration, a predecessor agency of DOE, in January 1977.

Mr. Bradley was the Coordinator for the White House Conference on Children and Youth Legal Rights and Justice Task Force in 1970. He served as an officer in the U.S. Army during 1971-1973.

A native of North Carolina, Mr. Bradley received a bachelor of arts degree in political science from Duke University and the juris doctor degree from the University of Virginia. In 1966, Mr. Bradley was selected as a Rockefeller Fellow by the Rockefeller Brothers Fund for Theological Education and was awarded a full scholarship to Yale University Divinity School for the 1966-67 academic year. In August 1979 he received the Department of Energy's Exceptional Service Medal.

EMERGENCY PREPAREDNESS AND ENERGY CONTINGENCY PLANNING

Mr. BRADLEY. Thank you, Mr. Chairman.

My testimony addresses our budget request for emergency preparedness and energy contingency planning. I will summarize it.

We are requesting $5 million to continue our power supply and reliability activities. These funds are requested for reviewing international electricity transactions, expanding the Electric Power Monitoring Center, responding to fuel supply emergencies, and investigating major power system outages.

The Department also is requesting $2 million for the emergency preparedness programs of the Economic Regulatory Administration. The recent decontrol of domestic oil markets has changed our emergency preparedness posture. In the past, the country had in place what might be called a "negative emergency preparedness policy" because of controls on petroleum. These controls amplified tightness in oil markets and, by allocating products on a historical basis, contributed to shortages and gasoline lines.

At this point I would like to note that our total request for emergency preparedness planning and operations activities is close to $10 million rather than $2 million, and the $10 million figure is comprised of the various components of emergency preparedness functions that are being brought together by Secretary Edwards under the Assistant Secretary for Environmental Protection, Safety, and Emergency Preparedness. As I go through my summary, I will highlight those components.

In addition to the $2 million for emergency preparedness programs now in the Economic Regulatory Administration, we are also requesting $900,000 to support a small price and supply analytical capability. Since world oil supplies are influenced by a relatively small number of producers concentrated in an insecure region of the world, we must be prepared to respond to potential supply disruptions. We believe that free market forces will, under most if not all conditions, provide the necessary incentives to insure the most efficient allocation of available supplies of crude oil. We believe, however, that continued monitoring is advisable since decisions to implement emergency plans or draw down SPR require information on international and domestic supply

With respect to gasoline rationing, the administration has concluded that the magnitude and complexity of the problems associated with a coupon rationing program have raised serious questions about its viability. For this reason, we are proposing a rescission for fiscal year 1981 and no moneys for fiscal year 1982.

With respect to the Emergency Conservation Act program activities, we are requesting $2 million for fiscal year 1982 to be used principally to provide limited technical assistance to State and local government planners, to facilitate the dissemination of information regarding the development and implementation of contingency response measures, and to refine and develop measures that could be of use to State and local government planners.

We are proposing a budget rescission for this area of emergency energy conservation activities of approximaely $10 million, largely by eliminating further categorical grants to the States for emergency planning.

This rescission and the fiscal year 1982 budget reduction in this program are consistent with the actions that we have already taken. First and foremost is the President's action decontrolling crude oil and petroleum products; second, we recently proposed to withdraw several of the measures in the Federal standby program.

So in summary, the $10 million for emergency planning and operations activities consists of $5 million for power supply and reliability activities, $2 million for the Office of Energy Contingency Planning, formerly in ERA, $900,000 for a price and supply analytical capability, and $2 million for the former Energy Conservation Office, all of which have been transferred now to the Assistant Secretary for Environmental Protection, Safety, and Emergency Preparedness.

Mr. Chairman, that concludes my summary. I'd be happy to answer any questions.

Senator McClure. Thank you very much.

FINANCING FOR SPR

When Secretary Edwards was before this committee, we discussed the efforts underway now, as directed by the Senate, to find ways to fund the strategic petroleum reserve with the majority of the funding coming from off-budget sources. The Secretary indicated that while DOE would likely not introduce its own legislation, I want each of you to feel free to make suggestions to us, because we are groping for answers. And I appreciate the cooperation that we have gotten, not only from DOE but also other Federal departments and agencies, in our efforts to find that mechanism which the Senate has told us we must do.

OIL ACQUISITION PROJECTIONS

Turning to the justification, you indicate on page 95 that your acquisition budget was developed using the assumption that oil prices will average $37.10 per barrel delivered in the first quarter of calendar year 1981 with increases at the rate of inflation plus 3 percent real growth through 1986. We know that the oil prices have increased more rapidly than 3 percent above general inflation over the last 10-year period. Do you feel the growth rate that you have suggested is realistic, or is it just that you have to have some figure?

Mr. HOUSE. Mr. Chairman, I feel any of these projections that any people make are just that—projections. You have to put something in, and I think that you try to do the best you can with the figure, and I'm sure if you take five analysts and put them in the room you'll probably get five figures.

Senator McCLURE. No, more than that. If you have five analysts, you'll get 10 figures. [Laughter.]

Mr. HOUSE. I generally try to hold them to one apiece. [Laughter.]

But I'm sure you are aware actual prices are dropping, especially on the spot market, so it looks like in the short term we will have a stable price, and I personally believe we will have some reduction in prices. So I believe those projections are representative of what will happen. I do not pretend to have a crystal ball to be able to surely say what they will be.

I think we need to be a little conservative because I feel strongly one thing we do not want to do with respect to this program is find ourselves——

Senator McCLURE. Can you provide in detail for the record a breakdown of the work you plan to do with the $100 million increase requested for phase III development?

Mr. HOUSE. Yes.

[The information follows:]

PHASE III DEVELOPMENT

The fiscal year 1982 budget requested for phase III, a 212 million barrel expansion of the strategic petroleum reserve, is $102,949,000. These funds are being requested to begin further expansion of two existing strategic petroleum reserve sites, Bryan Mound in Brazoria County, Tex., and West Hackberry in Cameron Parish, La. In addition, preliminary activities will be accomplished for establishment of a new site at Big Hill in Jefferson County, Tex.

The following table provides an estimate of fiscal year 1982 requirements for phase III by activity and site.

[Dollars in millions]

	Bryan Mound	West Hackberry	Big Hill	Totals
Land acquisition		2.0	18.0	20.0
Design	0.7	.5	14.4	15.6
Drilling rigs	10.1	0	0	10.1
Long-lead equipment	9.0		42.0	51.0
Construction	.6		.3	.9
Project management	3.4			3.4
Environmental	.3		1.6	1.9
Total				102.9

PLANNING FOR SPR

Senator McClure. With respect to the planning activities for SPR, what do you consider "optimal locations"?

Mr. Jones. What we have used in selecting sites is the technical feasibility of the storage medium, the availability of storage capacity that was already in place that could be converted for use for hydrocarbon storage, the proximity of this storage to existing industry infrastructure—in other words, the distribution systems—and, of course, the ability to tie in to existing industry systems, environmental impacts, safety, security, and costs.

Senator McClure. Have you identified such locations as yet?

Mr. Jones. We have identified other locations, other than the phase III and other than the sites that we currently have in the plan, and we have environmental impact statements done on 12 sites other than the ones we are now planning.

Senator McClure. Have your activities reached a peak as yet, or are you still increasing the level of planning activities in terms of workload?

Mr. Jones. I do not anticipate that this year, in terms of dollar cost, it will increase.

Senator McClure. Do you think it will decrease?

Mr. Jones. I think it will decrease when all plans are firm regarding the size of the reserve and with respect to which sites are going to be developed. Then I expect the planning costs will be reduced.

Senator McClure. Will that be completed by the end of fiscal year 1982?

Mr. Jones. I'm hopeful in the fiscal year 1983 budget process we will be able to resolve the issues with respect to the size of the program and with respect to which sites will be developed.

Senator McClure. As you know, you're talking about an upper level of 750 million barrels. Congress has set that figure. But Congress also indicated a probable increase, or at least gave strong indications that they would add a fourth phase to the three underway. Is that included in your calculations?

Mr. Jones. Yes, Mr. Chairman.

Senator McCLURE. Do you have any similar planning activities in the program direction account?

Mr. JONES. No, there are no planning activities in the program direction account.

COMPLETION OF PHASE I AND PHASE II FACILITIES

Senator McCLURE. Could you also for the record describe, to whatever level of detail you have, the work that needs to be done to complete phase I and phase II facilities.

Mr. HOUSE. Yes.

Senator McCLURE. Could you include in that a cost estimate and a schedule for completion of that work, including any contract work anticipated by the Department?

Mr. HOUSE. Yes, Mr. Chairman.

[The information follows:]

PHASE I AND PHASE II FACILITIES

Phase I is essentially complete except for minor construction cleanup items and claims settlements. The final increment of facilities funding required to complete phase I is planned to be obligated in fiscal year 1981. No additional funding is requested in fiscal year 1982. The only uncertainties at this point are the final resolution of outstanding claims.

The total phase II estimate to complete is $175.2 million which includes $34.1 million required for fiscal year 1982. Most of the activity is contracted for and these estimates are provided by site and major activity.

The Bryan Mound 120 million barrel expansion program is currently leaching at a rate of 680,000 barrels a day and plans to increase this rate to 980,000 barrels per day by the end of 1981. Physical construction is complete except for construction associated with increasing the leaching rate. Key schedule milestones are completion of solution mining (leaching) by October 1986 and completion of fill by March 1987.

Bryan Mound estimates to complete by activity are provided in the following table:

Bryan Mound cost to complete (includes fiscal year 1982)

Activity:	Amount
Leaching	$33,200,000
Leach/fill	13,200,000
Environmental monitoring	6,400,000
O. & M. thru fill	10,700,000
Total	63,500,000

The West Hackberry 160 million barrel expansion program is scheduled to begin leaching in May 1981. Schedule dates for the following major activities are: completion of construction by November 1981, completion of solution mining (leaching) by March 1987, and completion of fill by December 1987.

West Hackberry estimates to complete by activity are provided in the following table:

West Hackberry cost to complete (includes fiscal year 1982)

Activity:	*Amount*
Land	$4,100,000
Leaching	37,200,000
Construction	2,400,000
Leach/fill utililties	18,600,000
Environmental	8,400,000
O. & M. thru fill	10,600,000
Total	81,300,000

The Bayou Choctaw 10 million barrel expansion program currently has drilling/effort underway for an additional cavern and an increased drawdown rate to 480,000 barrels per day. Scheduled dates for the following major activities are: completion of solution mining (leaching) February 1983, completion of construction March 1984, completion of fill in July 1984.

Bayou Choctaw estimates to complete by activity are provided in the following table:

Bayou Choctaw cost to complete (includes fiscal year 1982)

Activity:	*Amount*
Cavern exchange/rework	$1,100,000
Driling	11,000,000
Leaching	2,800,000
Leach/fill utilities	200,000
Total	15,100,000

The estimate for phase II activity at New Orleans for construction management, integrated logistics support implementation, and management reserve is $15.3 million.

PHASE II SITE EXPANSION

Senator McClure. On page 102 of the justification, you indicate that of $487.6 million provided for expansion of phase II sites, some $380.6 million has been obligated. When added to the $40 million fiscal year 1981 appropriation, some $147 million remains available for obligation in 1981. How much of this do you anticipate will actually be spent and how much will be carried over to 1982?

Mr. Jones. I anticipate the full amounts will be obligated, but we had $106.4 million which was carried over from prior years, and that has been obligated.

Senator McClure. So you expect they will all be obligated?

Mr. Jones. We anticipate the obligation of all funds which have been provided to date for facilities by the end of this fiscal year.

Senator McClure. One of the reasons I ask that question is that funds have been available for some time but they have not been obligated up to date, and there are many of us who are wondering why we haven't moved more affirmatively and more rapidly on this program.

Mr. Jones. Our facilities obligation plan for fiscal 1981 assumes that through March we would have obligated $150 million and currently we have obligated $130 million. But we anticipate that by the end of the fiscal year we will have completed the obligation of all funds we have, and we do not anticipate carryover at this time.

Senator McClure. You anticipate the total cost of phase III will be approximately $1.033 billion or about $4.87 a barrel of capacity. How does this figure compare to what you calculate for phase I and phase II?

Mr. JONES. In terms of real 1981 dollars, the new site that will be developed, which will have leach storage but is totally undeveloped property right now, would be approximately $4.18 in 1981 dollars versus $4.58 in 1981 dollars for phase I. However, the further expansion in phase III would cost substantially less, about $1.99 per barrel, and that would bring the total cost of phase III to $3.54 a barrel as compared with $4.58 for phase I and $2.58 for phase II.

So it compares favorably. In other words, with the expansions of existing sites, the marginal cost is much less.

So what I am saying is that when you look at the then-year dollars, the higher cost of phase III is the result of inflationary cost increases.

Senator MCCLURE. You have indicated both in your presentation here and in the justifications presented earlier the schedule of completion of phase II and beginning of completion of phase III. I think all of us are favorably impressed by the market conditions now, and while we might talk about the hope that the market will get even better in the years ahead, it seems to me to make a great deal of sense to get as much of that oil committed and into the reserve as quickly as we can. That would indicate some urgency view toward buying the oil available so long as the market remains as favorable as it now is and appears to remain over the next few months.

Are there ways in which we can expedite the completion of phase II?

EXPEDITION OF COMPLETION OF PHASE II

Mr. JONES. The only way we have to increase is to increase the leaching rate, and we are doing that at Bryan Mound.

Senator MCCLURE. I know you have some increase planned. Is that the total amount of increased leaching rate that is possible?

Mr. JONES. Yes, sir. We have developed the West Hackberry site, and when we have the Bryan Mound increase we will be at the optimal leaching rate for each of those sites.

Senator MCCLURE. Optimal or maximum?

Mr. JONES. Well, not the maximum, but you don't get much on the margin by increasing the leaching rate because you then get beyond having complete saturation, and you just end up running water with no leaching occuring.

Senator MCCLURE. But you do increase the total leaching rate.

Mr. JONES. You increase it some, but certainly on a cost-benefit basis it does not appear to date, in any studies that we have done, to be economical. Also, there will probably be a 2-year process that would precede that in complying with the NEPA process in construction before you could actually accomplish that. And by that point in time it again would be a very little increase in leaching capacity.

Senator MCCLURE. What you are trying to say is it's all our fault, and I disagree with that.

Mr. HOUSE. Not all.

Senator MCCLURE. Mr. House.

Mr. HOUSE. I think in the short term what we are looking at—as you know, Mr. Chairman, I have just taken over this job so I am going to ask a few questions, if you don't mind. I think I can restate it a little better.

Harry, are we capacity-limited now with respect to funds?

Mr. JONES. Right now we have $1.1 billion which is unobligated in the Defense Fuel Supply Center—that will buy an estimated 27 to 29 million barrels—which we would intend to spend for delivery in the fourth quarter of fiscal 1981. However, to continue to have deliveries into fiscal 1982, we do require the $1.3 billion supplemental, either for a reexchange of the NPR oil or to make a term purchase from the open market which will allow us to meet the requirements of the Energy Security Act. However, if we spend the $1.1 billion for spot-market purchases for the remainder of this year, that will be fairly close to the fill capacity rate of the strategic petroleum reserve program. At the present time, we are filling at a rate over the next 90 days of 440,000 barrels a day.

Mr. HOUSE. We actually found we can put more than 500,000 a day in there.

Mr. JONES. The biggest day we have had is 1.8 million barrels. But, of course, that can't be sustained. And the highest volume we had several weeks ago was 660,000 barrels.

Senator MCCLURE. In your economic calculations on the leaching rate, did you include a cost for the acquisition of oil?

Mr. JONES. Yes, sir.

Senator MCCLURE. How much?

Mr. JONES. I can't tell you.

Senator MCCLURE. Can you provide that for the record, please. I am not pessimistic by nature, but the market is not too bad right now, and a $4 or $5 differential in oil price could make quite a difference in the calculations as to what is optimal with respect to fill rates and leaching rates.

If I understand correctly, your $1.1 billion in the fourth quarter averages down to about 330,000 barrels a day.

Mr. HOUSE. Mr. Chairman, we'll take a look at it. I understand what you're talking about.

[The information follows:]

ACCELERATION OF LEACHING

Phase II/III development involves the solution mining (leaching) of 35 new salt dome storage caverns at Bryan Mound and West Hackberry. Cavern leaching is planned to be accomplished in two groups with approximately half of the caverns leached at one time, which will provide an earlier fill capability than leaching all caverns simultaneously.

	Group I	Group II
Bryan Mound, Tex	6 caverns	10 caverns
West Hackberry, La	8 caverns	11 caverns

Leaching of each group of caverns is projected to take approximately 3 years. Leaching began at Bryan Mound in March 1980, at a leaching rate of 680,000 barrels per day (BPD). This rate was scheduled to increase to 980,00 BPD with the start of group II in April 1983. At West Hackberry, leaching is planned to begin in May 1981 at

1,088,000 BPD. The oil fill capability projections in the fiscal year 1982 budget are based on the above plan.

During the planning for phase III, it was recognized that increasing the leaching rate could accelerate storage capacity development and result in savings in oil purchases if prices continue to escalate. The designs at Bryan Mound and West Hackberry were both evaluated to determine if the leaching rate could be increased. It was determined that the leaching rate at Bryan Mound could be increased from 680,000 BPD to 980,000 BPD with relatively minor new construction. The new construction required consists of additional brine disposal pumps and oil/brine separators at a cost of approximately $2 million. Based on this evaluation, a decision was made to implement the increased leaching rate with the group II caverns at Bryan Mound.

The evaluation of Bryan Mound and West Hackberry indicated that increasing the leaching rates above 980,000 BPD and 1,088,000 BPD, respectively, would require significant new construction, duplicating all of the primary facilities associated with leaching. This would involve new raw water intake and injection pumps, brine disposal pumps, oil/brine separators, and raw water and brine pipelines. In order to accelerate capacity development, this construction would have to be complete prior to the start of leaching group II caverns. Based on a schedule analysis, it was concluded that the time required to obtain permits, design the facilities, purchase equipment, and complete construction would preclude any appreciable acceleration in capacity development.

More recently, we have assessed a further acceleration of leaching at Bryan Mound by implementing the 980,000 BPD leach rate by the end of 1981 in lieu of the start of group II caverns in April 1983. The cost analysis of this acceleration was based on the potential savings in oil due to earlier purchases, using the oil price estimates in the fiscal year 1982 budget which assume a 3-percent real growth in the price of oil. The analysis compared filling Bryan Mound to capacity under the fiscal year 1982 budget capacity projections against capacity projections with 1981 implementation of the higher leaching rate. The analysis projects a potential savings of $426 million.

The current spot market prices are not directly related to this analysis since the SPR currently has capacity available to make purchases. The primary benefit of the accelerated leaching is to provide additional capacity in the 1982 through 1985 timeframe when fill may be constrained by capacity limitations. The potential cost savings are associated with this later timeframe.

FILL RATE

Senator McClure. But regardless of the precise figures, it is lower than the current fiscal rate.

Mr. Jones. We will have 6 million barrels undelivered in the fourth quarter. That would be a rate——

Senator McClure. It would be a rate of about 366,000 barrels a day.

Mr. House. That is still below our fill rate.

Mr. Jones. Below the maximum fill rate. We have two types, and it depends on the availaility of sour and the availability of sweet, plus the available capacity.

Senator McClure. I understand that, but when the price is favorable and we have the money, why don't we buy it?

Mr. Jones. We have been.

Senator McClure. I know that, but why wait until the end of the fourth quarter? Why not do it as fast as you can and if, in fact, we are going to appropriate some money and find some way to get the money for you in 1982 and you run out of money in 1981, maybe we'd advance that.

Mr. Jones. Mr. Chairman, we intend to continue to buy from the market. This week the market is rather unsure of itself and the prices being offered seem a bit high with respect to what cargoes have been moving at. So our most recent offers were not attractive, and we are suspending negotiations for a period of 30 days since we are several months in advance of the delivery period that we are now looking at, which is the fourth quarter. So we have already made all the purchases that we can basically handle in the third quarter of this fiscal year.

Senator McClure. You have made all the purchases you can handle?

Mr. Jones. About all we can handle in the storage.

Senator McClure. 500,000 barrels a day?

Mr. Jones. We are in the neighborhood of about 440,000 barrels a day more or less depending on the actual schedules, which change on a day-to-day basis.

Senator McClure. What will it be during the balance of the third quarter?

Mr. Jones. During the balance of the third quarter we will average at least 440,000 barrels a day. So the next time that we can actually increase the oil-fill rate is in the late July-August timeframe. The most recent offers we had did not appear to be attractive for that timeframe, and over the next 30 days we expect to be in a position to make a buy for the fourth quarter of this fiscal year.

Mr. House. The point I was going to add that Mr. Jones has brought out is that the sellers are not willing now to bet on the price 3 months downstream. And I think that is why we saw the kinds of deals that we are looking at this time. So we decided to back away until we get closer to the point.

Senator McClure. At least they are not willing to bet in the same direction you want them to bet.

Mr. House. Yes, that's right.

NONPHASE SPECIFIC ACTIVITY

Senator McClure. On page 102 aqnd 103 you discuss a relatively new budget category, "nonphase specific," for which you've requested $41.4 million for fiscal year 1982.

Now, the need for that additional account is a little puzzling to me. It sounds like a kind of petty cash fund to cover the unforeseen contingencies. And I don't know quite how to accept that, particularly in light of the fact that it seems that such activities as engineering and operations and maintenance are already being provided for as part of the phases I, II, and III budgets. Are they already being provided for, or did you leave something out of your estimates?

Mr. Jones. The leaching costs are included in the facilities budget for phase II. The operations and maintenance cost was included in the facilities budget during the construction period for phase I. And the leaching cost and operations and maintenance costs during the construction of phase III will also be provided in the phase III facilities budget.

However, once the construction of facilities is complete or operations and maintenance activities are not associated with the site, they are budgeted separately, and that amounts in the fiscal year 1982 request to $19 million. In addition, systems engineering, which is not site-specific, and title III services, A. & E. support, which is not site-specific to a particular construction, is budgeted separately under "continuing engineering."

Senator McCLURE. How do you have engineering that is not site-specific?

Mr. JONES. The engineering is not related to a particular site or a particular phase. In other words, some of the sites are being developed in more than one phase.

Senator McCLURE. What engineering are you doing or what construction are you doing that is not related to phase I or phase II or phase III?

Mr. JONES. We are making modifications to sites.

Senator McCLURE. You mean you had the pumps to get it out?

Mr. JONES. I am not talking about the base facilities. For example, the original security of the sites was commercial-level security. It was decided to upgrade the security on the sites, and we have a program which is included in this budget to increase the security level around sensitive areas of the sites.

Senator McCLURE. Would you provide for the record a rather detailed explanation of why we are adding additional costs that were not anticipated in the original estimates of phases I, II, and III?

Mr. JONES. Absolutely. And we have a project to back up each of these items in the budget.

[The information follows:]

NONPHASE SPECIFIC COST

The nonphase specific activity was added to the strategic petroleum reserve (SPR) budget structure for fiscal year 1981 to encompass those facility development activities which are not clearly associated with one of the three specific phases. The nonphase specific activity was also established to fund requirements that will be needed after a specific phase has been completed. These are recurring costs that must be funded as long as the SPR program maintains the sites.

The nonphase specific activity includes the three major functions of continuing engineering ($8.3 million), operations and maintenance ($19.3 million), and safety, security, and reliability upgrades ($13.9 million) for a fiscal year 1982 total of $41.5 million in budget authority.

Continuing engineering includes geotechnical engineering, systems engineering and sustained drilling engineering. A brief description of the activities being accomplished under these functions is provided.

Geotechnical engineering was established to provide a comprehensive geological and geophysical data base to support the construction and operation of crude oil storage facilities. This program involves assessing long-term stability of oil storage caverns, defining cavern certification/recertification criteria, and developing a long-term monitoring plan to determine the condition of caverns and the quantity, quality and recoverability of stored crude oil. The program also provides site characterization studies that determine the geotechnical and geophysical configuration of salt domes that are candidates for storage sites.

Systems engineering encompasses systems analyses, integration, and planning that have overall project impact. This effort assures that engineering of the SPR is conducted on a total systems basis which results in a program which will meet the mission objectives. This activity includes development of overall schedules/procedures for technical/engineering efforts to insure timely completion of activities, development of systems to manage, integrate and utilize existing engineering data to assure uniform application to all SPR projects. Systems engineering also includes development of design and performance criteria for the SPR, design reviews, cost-benefit analyses, and impact studies to address problems which apply to all phases of the SPR.

Sustained drilling engineering is concerned with analysis of current and past drilling data to assure full utilization of past experience and the latest technology in SPR drilling activities. The drilling engineering provides a review of logs and records to show that wells are completed properly and assessments and recommendations for drilling at proposed SPR storages sites. Drilling in salt dome formations is a specialty area and the SPR seeks continuity and improved quality by utilizing the same contractor to support all phases of the program.

The operations and maintenance (O. & M.) function includes the operation and maintenance of all SPR site equipment including crude oil pipelines, pumping and metering equipment, tankage, and a multitude of systems including oil injection, brine disposal, water displacement, communications, firefighting, instrumentation and control, security, electrical power distribution, vapor recovery, oil/water separation, and sewage disposal. Facilities that are O. & M. contractor operated and maintained include testing laboratories, administrative, maintenance and warehouse buildings, high voltage substations and marine docks with loading arms.

The O. & M. contractor provides crude oil gaging, analysis, and quality tests; brine monitoring, quality, and quantity tests; environmental monitoring; maintenance and operation of brine disposal wells; takes and stores brine and oil samples; and plans, manages and maintains security, health, safety and logistics support programs.

The safety, security, and reliability upgrades function addresses the need for modifying and enhancement of existing sites to assure that mission objectives can be met. SPR facilities were originally designed and continue to meet industrial standards. Current Department of Energy criteria for safety (that is, fire protection) and security are more stringent than industrial standards in some instances requiring facilities enhancements. In addition, specialty safety/hazard analyses, vulnerability analyses, and actual operating experience have identified specific requirements for system upgrades.

Examples of upgrades which are currently planned are: upgrading of the security system at all sites by installing physical protection systems; construction of an automatic deluge fire protection system; construction of safety platforms around wellheads; and correction for differential settlement of a crude oil storage tank.

The contractor listing for nonphase specific cost is included under consulting and contracting services.

DOMESTIC OIL PURCHASES

Senator McClure. What percentage of the contracts on the open-market solicitations that you have made since February represent domestically produced supplies, and what percentage are foreign-produced?

Mr. Jones. Since the resumption of fill, approximately 15 percent of the oil that has been delivered to the strategic petroleum reserve has been from Alaska and Elk Hills, and the other 85 percent have come from foreign sources, which have included the United Kingdom, North Sea, Libya, Nigeria, Saudi Arabia, Dubai, and Algeria, and that's it.

Senator McClure. Had DOE attempted to purchase crude oil to fill the strategic reserve directly from U.S. producers? Has there been any attempt to guide the purchasers, or has it just been an open-market solicitation and it's based upon market price?

Mr. Jones. We have encouraged all producers and traders and refiners to offer oil for sale to the strategic petroleum reserve, and we are in fact in all of those procurements following the Federal procurement law and the Defense acquisition regulations which are governing our procurements which our agent is handling. And we mail solicitations to all potential sellers of oil, traders and refiners as well as producers, and some foreign as well as domestic.

Senator McClure. And none of that solicitation is directed toward the source of the petroleum?

Mr. JONES. The solicitations to date have provided for both sweet and sour crude, and we have requested on a specification basis without referring to any generic names of crude. So, in other words, any crude in the world or a blend of crudes, which would meet those specifications, can be offered. And there are a number of domestic crudes which do meet our specifications.

Senator MCCLURE. But again there is no requirement?

Mr. JONES. There has been no requirement.

Senator MCCLURE. Thank you.

CONSULTING AND CONTRACTING SERVICES

Finally, for the record would you please provide a detailed list of all expenses relating to consulting and contracting services, including the names of the organizations providing the service, cost of contracts, and exactly what each contract requires.

Mr. JONES. Yes.

[The information follows:]

CONSULTING AND CONTRACTING SERVICES

The following is a listing of proposed contracts for consulting and contracting services. In most instances the contractors have not yet been selected for the FY 1982 work with the exception of the Governmental agencies with whom we have contracts/agreements. All of the contracts classified as consulting contracts are identified by an asterisk (*). Funding estimates for these contracts are drawn from all program elements (Program Direction, Petroleum Acquisition and Transportation, Storage Facilities Development and Planning).

Contractor	Contractor Requirements	FY 82 Budget Authority in Millions
Program Direction		
TBD	Support services, administration support, medical services, and security services of offices	$ 2.8
	Subtotal, Program Direction	$ 2.8
Oil Acquisition and Transportation		
Seaway	Terminalling	$ 5.3
Sunoco	Terminalling	.7
TBD	Operation of St. James Terminal	4.2
TBD	Oil Acquisition	3,664.8
	Subtotal, Oil Acquisition and Transportation	$3,675.0
Storage Facilities Development		
TBD	Operations and maintenance services at all SPR sites	$ 39.8
GSA	Electric utilities	.7
TBD	Construction management award fee	1.3
TBD	Off-shore brine monitoring	1.1
TBD	Off-shore brine monitoring	2.1
TBD	Facilities construction	12.3
Corps of Engineers	Land acquisition and administration	26.1
TBD	Facilities and pipeline design	20.5
TBD	Systems engineering integration	6.6
TBD	Drilling management services	.4
Sandia Labs	Geotechnical studies and analysis	2.1
TBD	Mechanical long-lead equipment	3.2
TBD	Pipeline long-lead equipment	21.8
TBD	Facilities construction	1.8
TBD	Drilling management, rigs, and long-lead equipment	36.6
TBD	Instrumentation	2.1
	Subtotal, Storage Facilities Development	$ 178.5

Planning	FY 82 Budget Authority in Millions
Strategic Analysis	
Life cycle cost engineering/modeling - For improved cost estimating	$ .1
Logistic support analysis - For evaluating system effectiveness	.3*
Update the SPR distribution plan	.1*
Analysis of SPR size and configuration alternatives	.2*
Crude oil and product mix requirements assessment	.5
Develop conceptual designs and trade-off studies of candidate storage facilities for SPR storage up to one billion barrels	.2
Operations model applications for logistics support planning	.2
Study SPR configuration alternatives for phase IV	.2
Subtotal	$ 1.8
Program and Environmental Monitoring	
Prepare and publish programmatic EIS supplement for phase IV	$ .1
Site specific EIS, two phase IV sites	.3
Brine monitoring data analysis	.3
Environmental monitoring and assessment of local environment	.1
Subtotal	$ .8
Management Information and Control	
Program control and evaluation systems	$ .5*
Data systems support	.7
Management support services to the Project Management Office for control systems and program plans documentation.	
Monitoring and analysis of integrated program scheduling and data processing support for management information system.	3.1
Subtotal	$ 4.3
Other Planning	
Physical and chemical characterization of crude oils and crude oil mixtures	$ .2
Develop and implement a SPR drawdown operational readiness testing program	.2*
Safety and health planning and analysis	.1*
SPR oil acquisition strategy analysis	.2*
Use planning analysis	.3
Editorial, layout, and design support for two SPR plan amendments	.1
Graphic overview program for SPR sites	.1
Develop and maintain budget and accounting system	.3
Safety risk analyses for management objective	.6*
Subtotal	$ 2.1
Total Planning	$ 9.0
GRAND TOTAL	$3,865.3

* Defined as consulting services.

PRODUCTION DECLINE AT NPR-3

Senator McClure. Turning to the naval petroleum reserve, you indicate on page 161 of your justification that production at NPR-3 is expected to drop from approximately 4,600 barrels per day to 4,000 barrels per day during fiscal 1981 and remain at that level through fiscal year 1982.

Are there any special or unique reasons why production is dropping?

Captain Gilmore. No, Mr. Chairman. The Teapot Dome has peaked out at about 4,800 barrels a day early in 1980 and is presently on a normal production decline. We have some water flood programs there to mitigate that decline to some degree, but it is declining.

Senator McClure. It is declining according to the predictions that have been rather stable predictions for the last several years, or have those been changed?

Captain Gilmore. No, I think those predictions have been fairly stable. Once a field starts on its decline, the decline rate is fairly predictable and can be influenced somewhat by water flood or tertiary recovery projects.

Senator McClure. But occasionally errors of judgment are made and we find the decline is different than what was expected. That is what I was getting at, whether we have run into any unexpected circumstances there.

Captain Gilmore. No, I don't know of anything particularly unexpected about what is occurring there at the present time.

Senator McClure. Also on page 161 you state that actual revenues from NPR-3 amount to $68.2 million in fiscal year 1980, while they are projected to be just $58.2 million and $68.8 million for 1981 and 1982, respectively. Although production at NPR-3 is down, the price of oil has risen dramatically since fiscal year 1980. How do you explain what appears to be extremely low estimates of revenues?

Captain Gilmore. There are two factors, Mr. Chairman. One you mentioned, the reduction in production of an average of 600 barrels of oil per day. And the second is the fact that the price of crude oil in that area has actually decreased. Last year the average price was just over $42 a barrel, and currently the price of crude there is about $36 a barrel.

FUNDS APPROPRIATED TO THE PRESIDENT

Senator McClure. Several places throughout your budget you mention a line titled "non-DOE funding," which were funds apparently appropriated to the President in fiscal year 1977. Are these non-DOE funds exclusively from this presidential account or do they include funds from other sources as well?

Captain Gilmore. Insofar as I know, Mr. Chairman, those are strictly funds appropriated to the President, and excluding naval petroleum reserve No. 4 in Alaska, which is now the national petroleum reserve there, we received about $344 million of those funds. And those funds primarily have been used for our facilities program at NPR-1 in California.

Senator McClure. If they are derived solely from the President's 1977 appropriation, I am puzzled why it has taken so long to obligate these funds. In fact, you told us 2 years ago that the funds would be entirely used during fiscal 1980, and you told us the same thing last year. Will these funds be used up in 1982, or will they be carried over again into 1983?

Captain Gilmore. Mr. Chairman, they will be used up by 1982. A lot of the money is involved in our construction program, part of the California development program at Elk Hills. That work is proceeding very well. We have completed about 75 percent of the program. There is an intensive effort going on currently to complete the final designs and get all of that work either completed or under contract this fiscal year. So some of the FAP money is involved in that process. It is all obligated and committed at the present time.

Senator McClure. Well, 2 years ago we were told it would all be gone in 1980. A year ago we were told it would all be gone in 1981. Now you are telling us it will all be gone in 1982. Why wasn't it expended in 1980 and 1981 as we were told?

Captain Gilmore. Mr. Chairman, as I say, most of the money was associated with the facilities program, and some of the projects have not been completed as early as we would have liked to have had them completed.

Senator McClure. Was there a reason why they weren't?

Captain Gilmore. All of our work at Elk Hills is partially paid for or reimbursed by Chevron-U.S.A., our unit partner there. We have to be in agreement with Chevron in the accomplishment of the work, and sometimes this caused delays because their projects have to be approved by their corporate board in San Francisco.

Senator McClure. They are certainly not slower than the Federal Government.

Captain Gilmore. And in another area we have used the Navy Facilities Engineering Command since I guess late in 1976 to accomplish a certain level of work at Elk Hills, and they have done very well, and I would have liked to have used them to do more work during this past year or this current fiscal year. However, with the military spending at quite a high level currently, they have a major workload on the west coast and western United States and couldn't take on additional work. So I have tasked part of the additional construction work to the operator-contractors at the Tulsa office where they have extensive resources there.

Those people currently are working overtime to get these projects designed and built as rapidly as possible.

Senator McClure. As you know, there was some controversy about whether we ought to be doing what we are doing at Elk Hills. Does the slowdown in obligation of the funds reflect some foot-dragging on the part of people who didn't want to do it in the first place?

Captain Gilmore. No, Mr. Chairman; I think all reserves should be developed completely and as rapidly as possible. The matter of production can be addressed separately. But I think reserves need to be fully developed so they can produce at their maximum capacity to satisfy the current requirements and satisfy any future emergency that may arise.

We are moving as rapidly as we can, without expending tremendous amounts of overtime funds, to complete these projects as rapidly as possible. The estimated cost was $366.2 million. I am confident that figure will not be exceeded, and we may actually be under the figure slightly.

Senator McCLURE. Captain, I don't mean to belabor it, but it is a little disturbing when we get into a controversial area which has been controversial in the past and suddenly we see expenditure rates markedly slower than we were assured would be the case, not for just 1 fiscal year but for 2 going on 3. I am satisfied with your answer that you intend to get the work done, and I hope that is true.

Mr. HOUSE. I will see to it.

Captain GILMORE. I have been here since the first of July, Mr. Chairman, and that work has received high priority and has been tracked carefully. We do intend to get it done and as rapidly as possible.

OPERATOR'S AWARD FEE

Senator McCLURE. Am I correct that the operator's fee for the operation of NPR-1 is renegotiated each year?

Captain GILMORE. Yes, sir, that is correct, based on the annual program for the field.

Senator McCLURE. Am I also correct that a maximum award fee is also negotiated at the same time?

Captain GILMORE. Yes, sir, that is correct.

Senator McCLURE. Please explain to me exactly what the award fee is and how it works.

Captain GILMORE. In the past at Elk Hills the contract was based on a fixed fee which is a negotiated fee for the year based on the scope of work involved. And the contractor received that fee regardless of his performance level.

On the current contract, which has just been awarded for another 5 years with a fee negotiated annually, it is based on the award-fee concept where less than a normal fixed fee is put in a base pot of funds which the contractor gets regardless of his performance. About two-thirds of the fee available to him is placed in an award-fee pot. We monitor the contractor's performance continuously. There are monthly briefings for the contractor's benefit on how well he is doing toward meeting program goals. There is a formal review on a quarterly basis and a determination made on what percent of the award fee will be given.

The total amount of the potential work fee is budgeted. It doesn't necessarily mean that the contractor would receive that total amount.

Senator McCLURE. Under your production operations account on page 176, you state that an additional $7.148 million over the fiscal year 1981 level is necessary for increased electrical usage. This additional funding represents over 44 percent of the $20 million increase requested for the entire account. How much of last year's $19 million budget was paid for electrical usage?

ELECTRICAL USAGE

Captain GILMORE. I didn't understand. How much did we expend last year, Mr. Chairman?

Senator McCLURE. Yes, for electrical usage.

Captain GILMORE. May I provide that for the record, Mr. Chairman?

Senator McCLURE. If you would, please.

[The information follows:]

ELECTRICAL USAGE

The actual cost of electric consumption in fiscal year 1980 was $1,824,126. Electrical usage, in particular, and O. & M. expenses, in general, have increased in fiscal year 1981 and will continue to increase in fiscal year 1982 with the inclusion of high power consumption facilities such as an additional gas plant with attendant compression, approximately 500 newly electrified wells, a fieldwide cathodic protection system, two major waterflood systems, and waste water disposal facilities. In addition, to accommodate this increased usage the power system has been expanded and total power availability has been significantly increased.

With the installation of the new automated accounting system and the completion of an audit at NPR-1, electrical costs have been specifically identified. In prior years, these costs were included in the total costs of operating such electrical facilities as pumps, gas plants, et cetera. The current analysis has shown that the portion of operating costs for these facilities attributable to electrical costs is substantially less than previously estimated, while the nonelectricity portion of the costs has been higher than originally estimated.

ELECTRICAL REQUIREMENTS FOR 1982

Captain GILMORE. I will comment on that figure. There are two considerations in the amount that we have requested in the 1982 budget.

For one thing, some of the facilities' construction work has been delayed somewhat, as you addressed at length, so the actual electrical requirements for 1982 may be slightly less than what we have projected.

The second matter is that we have expended considerable effort during this year—all of last year and so far this year—to install an automated accounting system, an ADP system for accounting for the tremendous amount of financial transactions we have at Elk Hills. That has enabled us to better and more precisely determine these requirements.

The actual requirements in the budget may be slightly high. If so, we would propose to reduce our 1983 budget by that amount.

Senator McCLURE. Is the amount of electrical consumption purchased from commercial sources?

Captain GILMORE. Yes, sir, in total.

Senator McCLURE. Is that a negotiated fee or fixed fee?

Captain GILMORE. I understand that is based on commercial rates which are normally more favorable.

NEGOTIATED OR FIXED FEE CONTRACTS

Senator McCLURE. Some commercial rates are negotiated contracts. Do you know which this is?

Captain GILMORE. No, sir, I don't.

Senator McCLURE. Would you provide for the record whether or not it is a negotiated fee or a fixed fee?

Captain GILMORE. Yes, sir, I will.

[The information follows:]

ELECTRICAL USAGE

The utility charges at Elk Hills are based on fixed rates charged by Pacific Gas and Electric and set by the California Public Utilities Commission. The contract with P.G. & E. and the rate classification provided Elk Hills were negotiated following approved GSA guidelines.

RECONDITIONING ROADS

Senator MCCLURE. Out of this same account, you are asking to spend $5.59 million in fiscal year 1982 to recondition approximately 100 miles of tertiary roads and recondition and provide all-weather surface on 45 miles of secondary roads. Are you speaking of pavement when you say all-weather?

Captain GILMORE. No, sir, these are generally graveled roads, improved roads, rather than paved. As a part of the California development program, you provided funds for paving, reworking the primary road system at Elk Hills. Apart from the primary system, there are many, many miles of secondary and tertiary roads for access to wells, tank batteries, and other facilities.

Historically we have had to pay significant amounts of money for restoration of the road system after the heavy winter rains. It has lost money essentially. We have been doing it year after year.

Second, in a recent study that we conducted regarding the production during the rainy months of the year, of December, January, February, and into March, we have found that production at Elk Hills has decreased significantly, as much as 4,000 or 5,000 barrels a day at the low point, primarily because of lack of access during bad weather, the inability to work over rigs to wells that are down, and this sort of thing. Those funds are needed to improve access and to keep our production up, and that investment will well pay for itself, Mr. Chairman.

ENHANCED OIL RECOVERY PILOT PROJECTS

Senator MCCLURE. How much do you anticipate spending on the enhanced oil recovery pilot projects?

Captain GILMORE. In the 1982——

Senator MCCLURE. In fiscal year 1982—primarily fiscal 1983.

Captain GILMORE. The enhanced oil recovery project in the 1982 budget is $5.4 million.

Senator MCCLURE. That is a pilot program?

Captain GILMORE. Yes, sir, it is two pilots, Mr. Chairman. It is an in situ combustion pilot that we just recently started injecting air into. We will do that for about 45 days, and then we will ignite the pilot.

The other pilot program is an improved water flood or a chemical-type flood, and we are still doing some engineering on that and plan to have that fully constructed and operational this fiscal year. The basic cost here is for operation of those pilot systems and some expansion of them if they appear to be working as we hope.

There is great potential in the enhanced oil recovery at Teapot because in the Shannon zone, the shallow zone there at Teapot, our recovery is only about 5 percent of the oil in place. With about 180 million barrels of oil in place, we are only getting 5 percent.

It is possible to increase our recoverable reserves by 40 to 80 or 90 million barrels on a successful flood. And we would operate and evaluate during 1982 and into 1983 and hopefully start designing a full flood, one or the other or maybe a combination, to start in probably 1984.

Senator McCLURE. You don't anticipate the pilot will be completed in fiscal year 1982?

Captain GILMORE. The pilot will be operated all of 1982 and possibly into fiscal 1983.

CONSULTING AND CONTRACTING SERVICES

Senator McCLURE. Just as with the strategic reserve, would you provide for the record a detailed list of all expenses relating to consulting and contracting services, including the names of the organization providing the service, cost of contracts, and exactly what each contract requires.

Captain GILMORE. Yes, we will be pleased to do that.

[The information follows:]

EXPENSES RELATING TO CONSULTING AND CONTRACTING SERVICES

A list of all expenses relating to consulting and contracting services are as follows:

NAVAL PETROLEUM RESERVES IN CALIFORNIA

Williams Brothers Engineering Company (WBEC) - WBEC serves under a five-year cost-plus-award-fee contract as Operator for the Naval Petroleum Reserves in California. The Contractor manages, develops, operates and maintains the field under the general direction and guidance of the local Director and the Elk Hills Unit Operating Committee.

Naval Facilities Engineering Command (NAVFAC) - NAVFAC under an Inter-agency Agreement provides planning, design, and construction services related to the facilities development program at Naval Petroleum Reserve No. 1. It is anticipated that NAVFAC's work will be completed at the end of FY 1982.

Consultant Contract - A consultant contract is planned in FY 1981 for review of surface and subsurface production equipment and facilities at Naval Petroleum Reserve No. 1. Upon completion of the review, the contractor will prepare a report, summarize his review and make recommendations for improvements to increase oil production in the field. The report should be completed four months after award of the consulting contract.

Kern County - Grant for security services at Naval Petroleum Reserves in California.

	($000)	
	FY 1981 Funds Only Estimated	FY 1982 Funds Only Estimated
Williams Brothers Engineering Company		
Operation and Maintenance	$ 67,867	$ 107.161
Development Drilling	47,938	76,528
Exploratory Drilling	6,712	7.188
Facilities	54,171	8,119
WBEC	$ 176,688	$ 198,996
Naval Facilities Engineering Command	$ 4,000	-0-
Consultant Contract	50	-0-
Kern County	375	450
TOTAL Anticipated Obligations	$181,113	$ 199,446
TRW, Inc.	$ 3,792.6	$ 2.460.0
Department of Interior (Bureau of Land Management)	46.8	25.0
Department of Interior (United States Geological Survey)	60.6	75.0
TOTAL Anticipated Obligations	$ 3,900.0	$ 2,560.0

HEADQUARTERS

Mitre Corporation - Mitre is under a fixed-fee contract tasked with preparing a study on analyzing whether the Naval Petroleum Reserves should remain on production beyond April 5, 1982. The Study will include a broad range of alternative courses of action and will identify the implications and trade off considerations associated with each option. Upon completion of the study, it will be used within the Department of Energy to formulate a recommendation which will be forwarded to the President for making a decision whether or not to request Congress to continue production from any of the Naval Petroleum Reserves. The Study is due to be completed by July 1981.

	($000) FY 1981 Funds Only Estimated	FY 1982 Funds Only Estimated
Mitre Corporation	$ 35.0	-0-

The total cost of the Mitre study is approximately $259,613. This includes $224,613 of FY 1980 funds as well as the $35,000 of FY 1981 funds.

NAVAL PETROLEUM RESERVE NO. 3

Fenix and Scisson (F&S) - F&S serves under a cost-plus-fixed-fee contract as Operator for Naval Petroleum Reserve No. 3 (Teapot), located in Wyoming. The Contractor manages, develops, operates, and maintains the field under the general direction and guidance of the local Director. A Source Evaluation Board was convened last year for the selection of a new five-year operator for Naval Petroleum Reserve No. 3. It is anticipated that a contract will be awarded during May, 1981.

Pacific Power and Light Company - Pacific Power and Light Company provides electrical power service to operate Naval Petroleum Reserve No. 3.

General Services Administration - Interagency Agreement providing motor pool services at Naval Petroleum Reserve No. 3.

	($000) FY 1981 Funds Only Estimated	FY 1982 Funds Only Estimated
Operator Contractor (currently Fenix and Scisson)	$ 11,157.0	$ 21,601
Pacific Power and Light Company	500.0	550
General Services Administration	40.0	90
TOTAL Anticipated Obligations	$ 12,697.0	$ 22,241

NAVAL OIL SHALE RESERVES

TRW, Inc. - TRW serves as an Management Support Systems Engineering contractor for the Naval Oil Shale Reserves under a cost-plus-fixed-fee contract. The contract required the contractor to accomplish a complete assessment of all the resources at the Naval Oil Shale Reserves; identify baseline environmental conditions; formulate a plan for development of the Naval Oil Shale Reserves; and analyze the environmental impacts of implementing this development plan.

Department of Interior - Under an Interagency Agreement the Bureau of Land Management and the United States Geological Survey perform land management and surface hydrology work on the Naval Oil Shale Reserves.

NAVAL PETROLEUM AND OIL SHALE RESERVE STAFFING

Senator McClure. And would you provide a detailed account of the naval petroleum and oil shale reserve program staffing.

Captain Gilmore. Yes, sir.

[The information follows:]

NPOSR STAFFING

Naval Petroleum and Oil Shale Reserves - Headquarters

MANAGEMENT

Director - Navy Captain
(Deputy Director)
Secretary Typing, GS-318-8
Environmentalist, GS-028-14
Program Analyst, GS-1515-14

OPERATIONS AND ENGINEERING DIVISION

Supervisory Petroleum Engineer, GS-881-15
Petroleum Engineer, GS-881-14
General Engineer, GS-801-14
Petroleum Engineer, GS-881-13
Energy Program Specialist, GS-301-11
Petroleum Engineer Technician, GS-802-7
Secretary Typing, GS-318-6

ADMINISTRATIVE AND FINANCE DIVISION

Director, SES
Financial and Management Service Officer, GS-501-14
Management Supervisory Service Specialist, GS-301-11
Management Assistant, GS-341-6
Clerk/Steno, GS-312-3
Budget Officer, GS-560-13
Budget Analyst, GS-560-9
Senior Staff Accountant, GS-510-13
Secretary, Typing, GS-322-3

Total Civilian Positions - 19

Naval Petroleum and Oil Shale Reserves In Colorado, Utah and Wyoming

MANAGEMENT

Director, GS-881-15

ADMINISTRATIVE AND FINANCE DIVISION

Director, GS-510-13
Office Service Supervisor, GS-342-7
Clerk/Typist, GS-322-4
Clerk/Typist, GS-322-3
Clerk/Typist, GS-322-3
Staff Accountant, GS-510-12
Accounting Technician, GS-525-7

CONTRACT SURVEILLANCE

Director, GS-1102-12
Contract Specialist, GS-1102-9
Contract Specialist/Property Management, GS-1102-11

ENGINEERING

Director, GS-881-14
Production Engineer, GS-881-13
Reservoir Engineer, GS-881-13
Oil Shale Project Manager, GS-881-12
Petroleum Engineer Technician, GS-802-11
Navy Lieutenant, CEC

Total Civilian Positions - 16

Naval Petroleum Reserves in California

MANAGEMENT

Director, ES-340-SES
Assistant Director, GS-881-15
Deputy Director, GS-881-15
Secretary to Director, GS-318-7
Counsel, GS-905-13
Secretary to Counsel, GS-312-5
Personnel Officer, GS-201-11
Personnel Clerk, GS-203-5
Safety Specialist, GS-018-12
Planning Coordinator, Lt. USN

PROJECT MANAGEMENT

Project Manager, GS-881-14
Budget and Accounting Analyst, GS-504-11
Staff Assistant, GS-322-4

ADMINISTRATIVE DIVISION

Director, GS-342-7
Mail and File Clerk, GS-305-5
Clerk Typist, GS-322-4
Clerk Typist, GS-322-3

ENGINEERING DIVISION

Director, GS-881-15
Assistant Director, GS-881-13
Secretary to Director, GS-318-06
Clerk Typist, GS-322-4
Environmental Engineer, GS-819-13
Manager Geological Branch, GS-1350-14
Geologist, GS-1350-13
Geologist, GS-1350-12
Geologist, GS-1350-11
Manager Facilities Branch, GS-881-14
Petroleum Engineer, GS-881-12
Petroleum Engineer, GS-881-12
Petroleum Engineer, GS-881-12
Petroleum Engineering Technician, GS-802-11
Petroleum Engineering Technician, GS-802-11
Manager Drilling Branch, GS-881-14
Petroleum Engineer, GS-881-13
Petroleum Engineering Technician, GS-802-11
Petroleum Engineering Technician, GS-802-11

Petroleum Engineering Technician, GS-802-11
Manager Reservoir Branch, GS-881-14
Petroleum Engineer, GS-881-13
Petroleum Engineer, GS-881-12
Petroleum Engineer, GS-881-11
Petroleum Engineering Technician, GS-802-11
Petroleum Engineering Technician, GS-802-11
Manager Production Branch, GS-881-14
Petroleum Engineer, GS-881-13
Petroleum Engineer, GS-881-11
Petroleum Engineer, GS-881-13
Petroleum Engineering Technician, GS-802-11
Petroleum Engineering Technician, GS-802-10
Petroleum Engineering Technician, GS-802-11
Quality Inspection Specialist, GS-1960-11

CONTRACTS AND FINANCIAL DIVISION

Director, GS-301-14
Secretary to Director, GS-312-5
Internal Auditor, GS-510-12
Manager Financial Branch, GS-504-13
Budget Analyst, GS-560-11
Assistant Budget Analyst, GS-560-9
Supervision General Accounting, GS-510-12
Staff Accountant, GS-510-11
Administrative Assistant, GS-301-7
Accounting Technician, GS-525-7
Staff Account, GS-510-11
Supervisor Financial Reports, GS-510-12
Staff Accountant, GS-510-11
Accounting Technician, GS-525-7
Accounting Technician, GS-525-5
Computer Systems Analyst, GS-334-11
Manager Contracts Branch, GS-1102-13
Supervisor Property Management, GS-1103-11
Industrial Property Management Specialist, GS-1103-11
Industrial Property Management Specialist, GS-525-7
Contract Administrator, GS-1102-11
Contract Administrator, GS-1102-9
Procurement Agent, GS-1102-7
Supervisor Revenue Accounting, GS-510-11
Accounting Technician, GS-525-7
Accounting Technician, GS-525-5
Contract Administrator, GS-1102-11

Total Civilian Positions - 77

Grand Total Civilian Positions - 112

DEVELOPED AND EXPLORATORY WELLS

Senator McCLURE. Last year you were asked to provide separately for NPR-1 and NPR-3 a listing of all developed and exploratory wells drilled by zone prior to 1976, and then annually thereafter through 1983. I wonder if you could provide us, again, that list, together with the expectation that we will ask for it through 1984 as well as through 1983.

Captain GILMORE. Yes, sir.

[The information follows:]

DEVELOPED AND EXPLORATORY WELLS

The listing of all developed and exploratory wells drilled by zone and the actual unit cost is indicated on the following charts.

NPR-1 DEVELOPMENT AND EXPLORATORY PROGRAM WELLS DRILLED

ZONE	PRIOR TO FY 77		FY 77		FY 78		FY 79		FY 80		FY 81		FY 82		FY 83		FY 84	
	DEV.	EXP.	DEV.	EXP.	DEV.	EXP.	DEV.	EXP.	DEV.	EXP.	DEV.	EXP.	DEV.	EXP.	DEV.	EXP.	DEV.	EXP.
WELLS																		
Tulare	0	1	0	0	0	0	2	0	2	0	0	2	7	0	0	0	0	0
Dry Gas	19	6	5	0	6	0	3	0	0	0	0	0	0	0	0	0	0	0
Shallow	1147	18	99	0	65	0	34	0	16	0	0	1	27	1	0	0	8	0
Olig	0	0	0	0	0	0	0	0	0	0	0	0	2	0	0	0	1	0
Stevens	330	32	63	1	47	1	43	0	46	1	44	2	55	2	55	0	60	1
Carneros	5	3	1	0	2	0	0	3	0	0	0	1	0	1	0	0	1	0
Other	3	0	0	0	0	2	0	0	0	0	0	0	0	0	0	1	0	0
TOTAL	1504	60	168	1	120	3	82	3	64	1	44	6	91	4	55	1	70	1
COSTS/WELL	(Costs prior to FY 79 not requested)																	
Tulare (Oil and Water)							142		165			307	393					
Dry Gas							169											
Shallow							176		232			400	273	460	1075		273	
Olig													742				742	
Stevens							619	2184	737	1063	1085	1439	1100	2050	1650		1485	1845
Carneros												2836		3559		24000	2900	

NPR-3 DEVELOPMENT AND EXPLORATORY PROGRAM WELLS DRILLED

ZONE	PRIOR TO FY 77		FY 77		FY 78		FY 79		FY 80		FY 81		FY 82		FY 83		FY 84	
	DEV.	EXP.	DEV.	EXP.	DEV.	EXP.	DEV.	EXP.	DEV.	EXP.	DEV.	EXP.	DEV.	EXP.	DEV.	EXP.	DEV.	EXP.
WELLS																		
Shannon	112		78	0	105	0	41	0	33	0	0	0	0	0	0	0	0	0
Wall Creek	99		76	0	23	0	0	0	12	0	17	0	12	0	20	0	16	0
Shale	9		1	0	15	0	20	0	10	0	10	0	0	0	0	0	0	0
Tensleep	2	1	0	0	0	3	0	1	0	0	2	0	0	0	0	0	0	0
Muddy Lakota Dakota Morrison	1	2	0	0	0	7	0	6	1	1	0	0	0	0	0	0	0	0
TOTAL	224	3	155	0	143	10	61	7	56	1	19	0	12	0	20	0	16	0
COSTS ($1000)	(Costs prior to FY 79 not requested)																	
Shannon							35		48									
Wall Creek									113		150		220		220		220	
Shale							82	202	80	202								
Tensleep											449**							
Muddy Dakota Lakota Morrison									260									

* Prior to 1976, any exploratory wells are included in development wells.

** High cost due to lost circulation and blowout of one well.

GAS RATIONING

Senator McClure. On Wednesday of this week, when Secretary Edwards was before this subcommittee, I mentioned that the 1982 budget request for gas rationing, which was zero, seemed to make it quite clear the new administration did not like the last administration's gas rationing plan. This is not surprising. Very few people can say they like any type of gas rationing plan unless it does not affect them.

Secretary Edwards went a step further by indicating that not only did he not like the current plan but did not like or want any plan. While I understand and share these feelings to a certain degree, I just don't believe it makes sense to have no plan whatsoever in the case of the most extreme emergency. And I think when Secretary Edwards really discussed it he said, "Well, at some point we may need one if the shortage gets bad enough." That is simply what the Congress said in the first place: When the shortage gets bad enough we have to have one.

I hope the Department hasn't lost sight of the fact that at some point a plan might indeed become necessary and might have to become invoked and that the standby plan has to be there in readiness to be used.

Would you care to comment?

Mr. House. Yes, I'd be glad to comment, Mr. Chairman.

First, let me assure you we are talking about a gas rationing plan. We intend to have standby plans to cope with energy-type emergencies.

With respect to the rationing plan, you are talking about having to provide coupons to 150 million registered vehicles and probably in excess of 6 million or 7 million corporations.

We were well into the rationing plan with respect to the preimplementation activities when we requested $103 million but were cut back to about $43 million, and we were into this program, but this administration took a look at it and decided—and I personally agree—that the rationing program as we have developed it to date did not look like a good way to go.

Senator McClure. But that is a little different than saying, "We don't want any plan at all."

Mr. House. The point is any plan at all of gasoline rationing, the coupon plan——

Senator McClure. You can call it anything you want—allocation or distribution and supply. You are talking semantics here. There has to be a plan by which you get the available supply to priority users in the case of a severe supply interruption. Is that not correct?

Mr. House. That is correct.

Senator McClure. Some people would call that rationing. If you don't like the term, call it something else. But what are you going to offer as a substitute—or perhaps I can rephrase that. When can we expect that you will offer some substitute?

Mr. HOUSE. I believe the Secretary indicated that within 60 days he would have a plan put forward to you.

Senator McCLURE. I know that without any doubt the Congress is going to continue to ask that question, and I don't know what the answer is if you don't like the coupon plan—and I don't like it either.

Mr. HOUSE. Let me tell you where we are coming from at this point—and we are developing one. Basically the plan we are looking at now has as a key, a free-market response in it. In addition to the free-market response, storage is a primary element, not only the Government storage but encouragement of storage in the industrial sector and the demand sector, the big demand users.

One of the things I found in actually dealing with emergencies over 4 years is that the real key in an emergency is not a regulation; it is not preplanned on the book; it is that you have adequate inventories to maneuver and to use to allow your transition through that period.

In addition to that, another thing that is very important is, given the general behavior of the supply-distribution system at the onset of an emergency, everyone tends to play conservative, hold the cards close to their chest until they see what is going on. The intent now is to try to get sufficient inventories on the supply and the demand side as well as in Government hands so that you will be more responsive in the initial stages of emergencies to try and transition through and let the market function.

As a key to the free-market functioning through the allocation mechanism, it is adequate storage to transition to understand what is going on.

There are three basic elements to the plan: the voluntary response mechanisms; the storage; and public information, as well as let the market work. And that is what we are really looking at that is core to our plan.

I think the Secretary also indicated we are looking at some strategies that associate themselves with tax and rebate mechanisms, tariff mechanisms, and industry incentive mechanisms.

I can tell you one of the things I have made the staff concencrate on is when I took a look at the initial plan that had been done, I found a lot of time will be spent with "what if?" but very little on "how to do something if," so we are trying to make sure that the types of mechanisms we are talking about doing are, in fact, implementable in an emergency. And that is the basis on which we are working now, sir.

Senator McCLURE. I have been up and down this hill a number of times in the last several years, and I have heard an awful lot of people in essence say exactly what you have just said. They all come back with some kind of a distribution mechanism at some point in supply interruption. How high would the price rise if we had a 20-percent shortfall?

Mr. HOUSE. How high would the price rise if we had a 20-percent shortfall? I don't know.

Senator McCLURE. And who would get the supply?

Mr. HOUSE. Who would get the supply? It would depend on who was short the 20 percent in the supply-distribution system.

Senator MCCLURE. What?

Mr. HOUSE. I said it would depend on who was short. One of the things that happens——

Senator MCCLURE. No; under a market supply system it doesn't matter who is short; it matters who has the money.

Mr. HOUSE. That to an extent is true. But it takes time to react and reshuffle around. And that is why the inventory or the surge capability is there to help you.

Senator MCCLURE. The surge capability—one of the mythologies around here is that rationing is what they need and they are for it. You are telling me surge capacity will give everybody what they need, and therefore they ought to be for it. It merely delays the time at which the shortage shows up more dramatically.

Mr. HOUSE. Yes; I want to say one of the problems I have had is that everyone expects business as usual during a shortage situation, and no hurt. That is not going to happen in the type of thing you and I are talking about, and the hurt may be the price.

Senator MCCLURE. I am skeptical. I am a free-market person. I believe the market allocates best under any ordinary sort of circumstance. But I think that there is a point at which the market mechanism no longer works when the supply is artificially reduced for a short period of time. The market will adjust over a longer period of time, but I don't believe that you are going to find this Congress or the political apparatus of this country, in the case of an emergency, sitting still for somebody who has a large amount of money being able to buy gasoline at $7 a gallon to go on a vacation while other people can't get to work.

Mr. HOUSE. I think the NPC agrees with you.

Senator MCCLURE. So there has to be some kind of a mechanism developed to make sure that the supplies which are available are made available on some kind of equitable basis when the market system breaks down as it can break down in time of an emergency.

Mr. HOUSE. I think we have heard you.

Senator MCCLURE. And if you find an answer to that in 60 days, I'll be very happy.

[Laughter.]

Mr. HOUSE. I hope we will have the answer in 60 days, but I think we will have a plan for discussion in 60 days.

Senator MCCLURE. Thank you.

Turning to the justification, on page 128 you speak of your development of an "emergency readiness posture to insure immediate response." What do you consider an "immediate response?"

Mr. HOUSE. What do I consider an immediate response? It is that one of the most important things at the onset of a potential interruption is being able to understand the magnitude of the interruption. What we have tried to do with the infrastructure that we are looking at right now is be in a position to get the best information available at the onset so that you make the best decisions, with the full realization that there will be confusion, the actual conditions will not be well known but the immediate response that I am talking about is not just with respect to the marketplace; it is with respect to the decisionmaking and response of not only the Government but also the industry.

Senator McCLURE. Over what timeframe are you talking about?

Mr. HOUSE. I'd like to run you through what happened with respect——

Senator McCLURE. Are you talking about hours or days or weeks or months?

Mr. HOUSE. I'm talking about weeks.

Senator McCLURE. Weeks?

Mr. HOUSE. Yes, sir. Quite frankly, I'd like to give you an example of the Iranian thing. The previous administration had asked that we put together a plan of how we'd respond in an emergency. On September 23, when the Iraq-Iranian negotiations broke up, by November 7, we'd gone through the things we had, had briefed the Secretary, had gone through the ECC and had in place a mechanism to respond. It took us approximatley 3 to 5 weeks. That is what I'm talking about, sir.

Senator McCLURE. Thank you.

ADDITIONAL COMMITTEE QUESTIONS

I have some further questions to submit for the record for responses in writing, and there may be other members of the committee who likewise have some such questions.

[The following questions were not asked at the hearing but were submitted to the Department for response subsequent to the hearing:]

ADDITIONAL COMMITTEE QUESTIONS

New SPR Site

Question: SPR's Phase III will include a new site having an additional capacity of 212 million barrels. Where is this new site? When will it be fully operational?

Answer: The program planning for Phase III contemplates the further expansion of two existing sites, Bryan Mound (additional 40 million barrels) and West Hackberry (additional 30 million barrels), and the development of a new 140 million barrel site at the Big Hill salt dome in Texas. The Big Hill salt dome is located in southwestern Jefferson County, Texas, approximately 22 miles southwest of Port Arthur and 70 miles east of Houston in the Texas-Louisiana coastal salt dome belt. Based on a combined leach (solution mining) and fill program, Phase III will provide crude oil storage capabilities starting in 1985 and completing in 1989.

Final decisions on Phase III sites cannot be made until completion of the National Environment Policy Act process. The sites discussed above have been set forth as the proposed action for Phase III in the Phase III Environmental Impact Statement supplement.

Cost Per Barrel

Question: Since February of this year when open market solicitations were resumed, what has been the average cost per barrel for that oil for which contracts have been signed?

Answer: The average cost to date is estimated at $38.61 per barrel delivered F.O.B. at the SPR U.S. Gulf terminal. Approximately 51% of the oil will be transported in higher cost U.S.-flag vessels which is included in the above per barrel cost.

Crude Purchases from Spot Market

Question: How much of the total would you determine to have been purchased off the spot market at somewhat higher prices? Please provide these figures for the record and include the country or countries of origin for all purchases to date.

Answer: All crude oil purchased since February 1981, has been from the spot market. However, due to the slack market conditions during this timeframe, the spot market generally has not reflected higher prices. The contract prices have been within the market price range, and in the case of the more expensive low-sulfur crudes, (approximately 60% of the total), the prices have been lower than the origin country's official selling price.

The attached table shows the source of all crude oil received by SPR as of 21 April 1981.

CRUDE OIL RECEIVED AS OF APRIL 21, 1981

Source	QUANTITY (MMB) Since Resumption of Fill 9/23/80	Total Program
North Sea (United Kingdom)	12.9	35.4
Mexico	--	33.0
Libya	8.8	19.0
Iran	--	18.2
Nigeria	7.6	7.6
Alaska	5.7	5.7
Saudi Arabia	0.5	4.2
Norway	--	1.9
Dubai	1.5	1.5
Algeria	1.3	1.5
Venezuela	--	0.9
California	0.6	0.6
Other Domestic	--	0.4
Ecuador	--	0.3
TOTAL	38.9	130.2

Market Impact

Question: Has DOE evaluated the market impact of its SPR purchases, particularly the impact of domestic refiners when DOE pays more to crude oil resellers than refiners can receive for their products?

Answer: Analysis of the market impact of SPR purchases show that prices have been basically undisturbed due to the slack condition of the prevailing spot market, though the purchases may have slowed recent price declines. By extension, it is reasonable to conclude that refiners' margins and the differential between the "gross product value" of crude oil and the crude oil price have been unaffected by Government action.

The SPR crude oil purchase prices have been equal to or less than prevailing market prices. There is no evidence that the SPR has paid more to resellers for crude oil than refiners receive for their products.

Purchase of Refined Products

Question: Has DOE ever studied the feasibility of purchasing refined products for injection into SPR storage whenever per barrel crude oil costs are higher than product costs? If so, what were the general findings? Please provide any detailed findings for the record.

Answer: The SPR continues to review alternatives to the storage of only crude oil. Analyses consistently show that the added cost of storage and handling associated with a program of co-mingled reserves incompassing crude and product storage is prohibitive. Elements entailing higher costs include: need for segregated storage and separate terminal and site handling systems; requirements for periodic rotation of products because they are unstable under long term storage conditions; residual fuels may require heating for removal; and need for increased quality protection measures.

Moreover, instances where crude oil costs exceed their gross product values are unusual market gyrations and are not appropriate "indicators" for a shift to alternative methods of SPR program configurations involving significant construction and/or retrofit costs.

Naval Petroleum Reserves

Question: If the operator's fee for the operation of NPR-1 is negotiated on an annual basis, is the basic contract for the operation of the Reserve also put up for bid every so often? If so, how often?

Answer: The operator contracts at NPRC and NPR-3 are competed every five years. Williams Brothers Engineering Company was selected as the contractor at NPRC for a second five year term which began October 1, 1980. A Source Evaluation Board is currently processing proposals for selection of a contract operator at NPR-3 for the five-year period beginning in October 1981.

Question: You mention on page 169 that an EOR project may recover from 9 million to 90 million barrels from the Shannon reservoir. Can you be any more accurate on your guess than this variance of 81 million barrels?

Answer: The subject estimates referred to the projections that recovery would be increased from 9 million barrels without EOR to a possible 90 million with EOR. At the current stage of experimentation in the two EOR processes (in situ-combustion and polymer flooding) being employed in the pilot projects, any estimates of additional reserves are speculative. The original oil in place in the Shannon is estimated at 181 million barrels of which it is estimated that approximately 5% will be recovered by primary recovery means. Core Laboratories has estimated that 100% successful in-situ combustion operations applied to the entire Shannon reservoir could result in recovering 52% of the original oil-in-place or approximately the 90 million barrels quoted. Correspondingly, the successful full scale application of polymer flooding, if 100% successful, could result in recovering 23% of the original oil-in-place or 42 million barrels.

Based on the engineering and economic feasibility demonstrated by the pilot projects, a determination will be made concerning field wide application. Preliminary analyses indicates that field wide application could be feasible even if the pilots are less than 100% successful, but would probably not be economic unless resource recovery were increased by at least 25 - 30 million barrels.

Question: How much NPR oil will be used to fill the Strategic Reserve in fiscal years 1981 and 1982?

Answer: During Fiscal Year 1981 NPR deliveries to the SPR will average approximately 100,000 barrels of oil per day (BOPD) for a total of about 36,000,000 barrels.

For FY 1982, the Government's share of production from the NPRs will be approximately 148,000 BOPD. It is currently planned to provide approximately 38,000 BOPD of NPR oil to the Department of Defense leaving 110,000 BOPD for possible use in SPR fill.

Question: What are the long-range plans in this regard?

Answer: No determination has been made at this time regarding use of NPR oil for SPR fill beyond the term of the current exchange agreements which expire October 31, 1981.

Question: Switching to the Naval Oil Shale Reserves, can you tell the committee how far along the Pre-Development Plan is?

Answer: A scaled-down version of the original pre-development plan for NOSR-1 and 3 in Colorado will be complete in 1982. Upon completion, the pre-development work will include the total resource assessment and environmental baseline and impact information necessary to make a decision on whether to develop the Reserves and by what mechanism e.g., lease, GOCO. This work will be in sufficient detail to propose selected parcels of the 40,000 acre reserve for lease to private industry if that mode of development is selected.

Question: Can you be more specific than "late" fiscal 1982 when the plan will actually be completed?

Answer: The plan should be completed by the third quarter of fiscal 1982. After March, 1982, there will remain six months of impact assessment work to be done which is site-specific to the proposed leasing parcels.

Contingency Planning

Question: In what might be considered a typical, non-defense declared emergency, how much time would DOE have to implement its plans developed under the Emergency Preparedness account? Is this the same for a defense type emergency?

Answer: The amount of time available to implement emergency measures will vary depending on the nature and severity of the interruption. In the case of a Middle East oil interruption, assuming no attempt to redistribute stocks en route to the U.S., it could be 60 days before the effects of the cutback would appear. A severe interruption in the U.S., such as a major pipeline shutdown, could require a much more rapid response. In any case, it is important that initial assessments of the emergency and response strategies be formulated as quickly as possible since the full effectiveness of potential response actions is not instantaneous.

It is likely that an emergency serious enough to have defense implications would require a more rapid response than certain other conceivable emergencies.

Question: Under Energy Contingency Planning, how much are you planning to spend in FY 1982 for analyzing the impact on health and safety during an emergency energy shortage? How much did you spend in 1981? Are your coordinating this effort with HHS or any other agency?

Answer: Health and safety is not broken out as a separate line item in the contingency planning budget. Nonetheless, the health and safety impacts of energy emergencies and response measures are considered in the strategy formulation phase of emergency planning. We recognize that health and safety institutions must be capable of delivering service during energy emergencies. Since a rebate program could be an important element to address human hardships in an energy emergency, we will work closely with HHS as we pursue its design.

Question: In your emergency planning activities, what kind of relationship have you had with state and local governments and private industry? Are they actually taking part in these planning activities or is DOE essentially telling them what will happen?

Answer: We have held numerous meetings with state and local governments and industry, both to tap their knowledge and to stress the need for energy emergency planning by all sectors of the Nation.

The National Petroleum Council recently published a draft report, at the request of DOE, outlining a series of emergency measures of increasing severity for disruptions of increasing magnitude. The report encompasses measures that could be implemented by industry, state and local governments, and the Federal Government. We believe this is an important initiative on the part of the petroleum industry to undertake an objective study of our vulnerability and plausible responses to an emergency.

Question: How does DOE define a pre-emergency as opposed to a full emergency? You may want to give us a brief definition now then provide details for the record.

Answer: "Pre-emergency" could be defined as any time prior to an actual emergency. During this period, contingency plans are developed, component response measures are preimplemented to ensure an adequate state of readiness, and domestic and international energy conditions are assessed.

Question: In an emergency planning process, what has been your relationship with individuals working on the Strategic Petroleum Reserve and those with the DFSC. In the case of an emergency, who would be considered the lead agency with respect to distributing oil from the reserve?

Answer: We have worked closely with the Strategic Petroleum Reserve Office to develop plans for the use of SPR. Under the DOE reorganization, the SPR office will be integrated with the Department's other emergency planning functions under a new Assistant Secretaryship.

We coordinate with the Defense Fuel Supply Center to determine its data requirements to support its procurement of fuels for government agencies. In addition, we interface with DFSC in the planning for possible use of Defense Production Act authority for emergency procurements for defense-related needs.

DOE is the lead agency for distribution of the SPR. However, use of the SPR requires a Presidential decision.

Question: Finally, at what stage of development are our emergency plans? Do we have adequate plans in effect now? Are these in the process of review for possible change? When can we expect a final plan to be developed?

Answer: By the end of June, we will have completed a report evaluating the impacts of a moderate international oil supply disruption, outlining the Federal energy emergency management structure and decision process, and assessing the effectiveness of four response strategies.

The response strategies consist of measures currently available and those which require the commitment of resources and further preimplementation before they would be available for use.

The Department is also reviewing the question of needed emergency authorities, many of which expire on September 30, 1981. This review is on a timetable that will be compatible with possible legislative proposals before September 30.

We view contingency planning as an evolving process since the programs should be flexible enough to permit applicability to a variety of emergency scenarios. They must also be continually updated as the world energy situation changes.

Questions Submitted by Senator Byrd

Off-Budget Financing

The Interior Subcommittee of the House Appropriations Committee, in its action on the Fiscal Year 1981 supplemental appropriation bill, included the full Fiscal Year 1982 budget request of $3,883,408,000 for the Strategic Petroleum Reserve. The funds would become available on October 1, 1981, the beginning of Fiscal Year 1982. The House Subcommittee believes that the advance notice of availability of funds will allow the Administration to enter into definitive term contracts for oil for Fiscal Year 1982 at current prices, if oil continues to be available. The House Subcommittee also allows the use of up to $400 million of proposed supplemental funds for added spot market purchases in Fiscal Year 1981.

Question: What is the position of the Administration regarding this development?

Answer: It is our understanding that the Interior Subcommittee of the House Appropriations Committee has recommended to the full Committee the Administration's entire budget request of a $1,305,000,000 supplemental request in FY 1981 and $3,883,408,000 in FY 1982 for the Strategic Petroleum Reserve. In addition, the Subcommittee has recommended appropriating the FY 1982 funds in FY 1981 appropriations legislation. Appropriating the FY 1982 SPR funds in an FY 1981 appropriations bill would provide more certainty to both the Department and to oil suppliers regarding fund availability in FY 1982. This would provide a strong basis for entering into term contracts for FY 1982 deliveries on an incrementally-funded basis. This approach is consistent with the proposals made by the President in his March 10, 1981, budget and is supported by the Department.

Question: Does the Administration endorse or oppose the House Subcommittee action?

Answer: The Administration would not be opposed to a pre-appropriation of FY 1982 funds in FY 1981 appropriations legislation for use starting October 1, 1981.

Question: What is the position of the Administration regarding "off-budget" financing of the Strategic Petroleum Reserve?

Answer: The Administration is committed to development of a 750 million barrel Strategic Petroleum Reserve by 1989. Continuity of financing is a prerequisite to meeting the Administration's commitment. Therefore, the Administration's FY 1982 budget request included direct appropriations for the Strategic Petroleum Reserve as an appropriate means of ensuring continuity of financing. However, the Administration has taken the position that if the Congress desires to place the Strategic Petroleum Reserve program off budget, such action is justified on the basis of (a) the Strategic Petroleum Reserve program involves a variable rate of purchase which may not be compatible with the annual appropriations process, and (b) expenditures for the Strategic Petroleum Reserve are unique in that they involve acquisition of an appreciating asset, oil, in contrast to most on-budget expenditures for goods and services. The Administration views the off-budget treatment of the Strategic Petroleum Reserve program as a change in accounting procedures and not as an alternative financing mechanism, i.e., there would be no change in the economic impact of the Strategic Petroleum Reserve program or the effect on private capital markets.

Question: I am advised that the previous Administration studied, quite thoroughly, the possibility of "off-budget" financing of the Strategic Petroleum Reserve and rejected the concept as unworkable. Has this Administration conducted any further studies on "off-budget" financing of the Strategic Petroleum Reserve.

Answer: The Administration has not conducted any formal studies on alternative financing for the Strategic Petroleum Reserve but has been continually reviewing the various proposals that have been put forth. An internal Department of Energy study on financing the Strategic Petroleum Reserve was prepared and submitted to the Secretary on February 5, 1981.

Question: If the Administration favors "off-budget" financing, what steps are being taken to assure the feasibility of such a concept.

Answer: If "off-budget" Strategic Petroleum Reserve financing is required by Congressional action, the Administration will work closely with the Congress to ensure continuity in financing.

Question: There have been some suggestions that "oil bonds" should be issued to finance the filling of the Strategic Petroleum Reserve. How would that work?

Answer: Financing the Strategic Petroleum Reserve using "oil bonds" could be accomplished in a variety of ways. One method has been briefly described in the Congressional Budget Office study, "Financing Options for the Strategic Petroleum Reserve" dated April 1981. This alternative would entail issuing a new series of Federal bonds with the revenues from sale of these funds dedicated to development of the Strategic Petroleum Reserve. The yield from these bonds would either be based on market rate of interest or the rate of change in oil prices. However, the Administration is opposed to the use of oil bonds in financing the Strategic Petroleum Reserve.

Foreign Purchases

Question: What if the bondholders turned out to be foreigners? Would that be a dangerous situation regarding National Security? Would the United States be mortgaging its National Security? Please comment.

Answer: This is a potential issue which would need to be addressed. The use and control of the oil in the Reserve should remain with the United States Government and, therefore, should not affect our ability to respond to an oil supply emergency.

Question: In the case of foreigners buying the oil bonds, could there be a situation where the OPEC country buys the bonds, and then they would, in effect, own the United States Strategic Petroleum Reserve. Is it wise to allow foreign countries to have such an impact on National Security?

Answer: Owning the rights to the appreciation of the value of the oil in the Reserve might not, depending on legislation, convey control over the use of the Reserve. However, this is a legitimate concern which warrants caution.

Question: Presumably, the bond holders would benefit from any appreciation in oil prices. As oil prices go up, the value of the bonds would go up, and the United States Government would be forced to redeem the bonds at whatever the market price for oil was at some later date. Could a situation develop, where OPEC countries buy the bonds, increase the price of oil, and then the United States would, in effect, be required to buy back the Strategic Petroleum Reserve from the OPEC countries by redeeming the bonds -- at an enormous profit to the OPEC bondholders? Please comment.

Answer: This condition where oil producing countries who owned oil bonds would presumably benefit twice -- once from the general rise in the price of oil and, secondly, from the appreciation of the bonds -- is a distinct possibility. Such a situation could lead to a significant transfer of wealth to the producing countries.

Question: Could we encounter a situation where the United States would have to buy the oil from OPEC -- not once -- but twice, at enormous profit to OPEC both times? What does the Administration think about the possibility of such "double dipping" by the OPEC countries? Could a bond sale be designed to eliminate the possibility of this market manipulation or any other form of market manipulation? Does the Administration favor such safeguards? Please comment.

Answer: As noted previously, such "double dipping" by OPEC (and other oil producers) countries is conceivable. However, whether the producing countries would have the ability to manipulate the market for the purpose of increasing the yield on oil denominated bonds is another question. One of the problems with the "oil bond" approach is to develop an index of oil bond value which cannot be manipulated by any small group of bondholders.

Question: In contrast, if the oil is purchased outright and placed in the Strategic Petroleum Reserve as has been the case in the past, then the American people as a whole would own the oil, not foreigners. And any appreciation in the value of the oil accrues to the American people as a whole, not private or foreign interests. Please comment.

Answer: It is true that the appreciation in the value of the oil in the Reserve will, if the Federal Government owns the oil in full, accrue to the United States Government and ultimately to all Americans.

Strategic Petroleum Reserve Oil Inventory

Question: How much oil is currently in the Strategic Petroleum Reserve, what was the average cost per barrel, what is the value of that oil today, and how much appreciation in value has accrued to the American people as a whole?

Answer: As of May 1, 1981, the Strategic Petroleum Reserve had 133.5 million barrels in storage. The average cost, including transportation was approximately $20.40 per barrel exclusive of entitlement receipt benefits. The current value is $38.61 per barrel which reflects an appreciation in value of $18.21 per barrel, or a total of $2,405,541,000.

Off-Budget Financing

Question: Does the Administration favor the current method of filling the Strategic Petroleum Reserve where the American people as a whole share in any increase in value of the oil or does it favor an "oil bond" concept where the increase in the value of oil is paid for by the American people to private and possibly foreign interests?

Answer: In March, the Administration proposed to continue direct appropriations to finance the Strategic Petroleum Reserve. However, due to subsequent Congressional action, the Administration has outlined an approach to placing the Strategic Petroleum Reserve program off-budget. However, this approach retains the Federal ownership of the oil and in no way changes the economic benefits accruing to the American people.

Question: What are the advantages and disadvantages of "on-budget" financing versus the advantages and disadvantages of "off-budget" financing?

Answer: The advantages of on-budget financing are: It allows for close scrutiny by the Executive Branch, the Congress and the public; it establishes the Reserve program's priority with respect to other Federal programs in competition for budget dollar; and it simplifies financial management systems.

The disadvantages of on-budget financing are: it does not reflect the full economic value of the Strategic Petroleum Reserve oil asset acquisition program; the annual appropriations process associated with on-budget financing is not compatible with the highly variable acquisition process of the Strategic Petroleum Reserve program which is dictated by market conditions; and, on-budget financing creates pressures to reduce asset acquisition spending in favor of current expense spending.

Since a number of very different "off-budget" proposals have been suggested ranging from "oil bonds" to corporate accounting changes, it is not possible to cite a set of advantages and disadvantages common to all options.

Question: Is there a viable "off-budget" financing mechanism other than "oil bonds"? What is it, how would it work and what is the Administration's evaluation of such a procedure?

Answer: There are several alternatives for off-budget financing mechanisms in addition to issuing "oil bonds." The Strategic Petroleum Reserve program could be declared an off-budget entity, financed by selling conventional securities. Borrowing authority could be established from a previously appropriated account to be repaid as other forms of revenue were made available. A new source of Federal revenue could be developed and earmarked for use in Strategic Petroleum Reserve development. A combination of these alternatives could be developed.

Question: Are there any other comments regarding "on-budget" financing versus "off-budget" financing, or any other aspect of the Strategic Petroleum Reserve that you would like to make?

Answer: In our view, the treatment of the Strategic Petroleum Reserve program in the Federal budget should assure continuity of funding for Strategic Petroleum Reserve program implementation, not inhibit the President's flexibility to use the Reserve as a national security asset including to meet United States commitments under the International Energy Program, and be viable for not only FY 1982 but future years as well.

In addition, treatment of the budget should not set adverse precedents for Federal borrowing and financial management practices nor adversely affect particular sectors of the oil industry or the credit markets. The burden of Federal regulation on the private sector should not be increased. The Federal budget should permit streamlined financial management practices, retain clear lines of authority for program management, and reflect the value of the Strategic Petroleum Reserve oil assets in the budget decisionmaking process.

SUBCOMMITTEE RECESS

Senator McClure. That concludes the hearing today, and I want to thank you for your testimony and patience and apologize for having been delayed today in starting the hearing.

The subcommittee will stand in recess until 9 a.m. on Tuesday, April 28, when we will hear testimony from the National Endowment for the Arts and National Endowment for the Humanities.

Thank you very much.

[Whereupon, at 1:15 p.m., Friday, April 24, the subcommittee was recessed, to reconvene at 9 a.m., Tuesday, April 28.]

DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS FOR FISCAL YEAR 1982

TUESDAY, APRIL 28, 1981

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met at 8 a.m., in room 1114, Everett McKinley Dirksen Senate Office Building, Hon. James A. McClure (chairman) presiding.

Present: Senators McClure, Rudman, and DeConcini.

NATIONAL ENDOWMENT FOR THE ARTS

STATEMENT OF LIVINGSTON L. BIDDLE, JR., CHAIRMAN

ACCOMPANIED BY:
DONALD A. MOORE, DEPUTY CHAIRMAN, POLICY AND PLANNING
MARY ANN TIGHE, DEPUTY CHAIRMAN, PROGRAMS
HENRY PUTSCH, EXECUTIVE DIRECTOR, OFFICE FOR PARTNERSHIP

PREPARED STATEMENT

Senator McCLURE. The committee will come to order.

Good morning. This is the time scheduled to review the fiscal year 1982 budget estimates for the National Endowment for the Arts and the National Endowment for the Humanities. We will begin with the Arts.

The budget request for NEA totals $88 million, a decrease of $70.5 million below fiscal 1981 appropriations to date. Also pending is a fiscal year 1981 pay supplemental in the amount of $235,000.

Mr. Biddle, if you would first introduce your associates, you may then proceed to highlight your opening statement, the full text of which will be included in the record.

[The statement follows:]

STATEMENT OF LIVINGSTON L. BIDDLE, JR.

I am pleased to appear before the Committee, and to discuss the Endowment's request for funding for Fiscal Year 1982.

This hearing occurs at a time when, as a part of the new Administration's efforts to reduce Federal spending, funding for the Arts Endowment has been scaled back. This reduction occurs against a background of increased policy debate over the future role of government in the arts.

For my own part, I think such a debate is healthy. There is no immutable law that exempts any public policy issue from debate, nor should there be. Neither government nor the world of the arts is static and their relationship to one another is constantly evolving.

What I do believe very deeply is that the experiment of government involvement in the arts, exemplified by the establishment of the National Council on the Arts and the National Endowment for the Arts, has been profound and profoundly successful. By this I mean something very straightforward: that government support for the arts in the last 15 years has stimulated a growth in arts activities of a high standard of excellence in unprecedented fashion in our Nation, and that more of our citizens than ever before have been able to avail themselves of these activities and, thereby, enrich their lives.

Money, of course, has been important in this development. Endowment grants have served as a catalyst to induce a whole new level of support for the arts from non-Federal sources. But, perhaps, even more important has been the fundamental statement made by our government in sustaining the National Endowment for the Arts: That the arts are recognized by the Federal government as a matter of important national concern. The importance of the arts in our society is increasingly apparent, and the fact that the Federal government has clearly recognized this importance, I believe, is of inestimable value to our civilization, and its cultural development.

The budget request of the National Endowment for the Arts for Fiscal Year 1982 is $88 million. This compares with a current Endowment budget of $158,560,000.

Despite a curtailment in funding, the responsibility of the agency remains unchanged: to fulfill our obligation to assist the needs and the diversity of the arts in the United States. Exactly how best to discharge that responsibility in a time of diminished resources has been at the heart of an intense discussion among the National Council on the Arts, the Endowment's program directors and staff, and numbers of experts and leaders in the arts community in the United States. The purpose of the discussion has been to determine which areas of support are most critical.

The Endowment has worked to devise a balanced set of recommendations to present to the Congress by which we can continue support for most important elements in our programs. Our guiding principal, therefore, has been to identify and sustain those programs and categories which assist and promote:

- professionalism and excellence
- organizations which produce art and whose primary concern is focused on the arts themselves
- individual artists

In reaching its conclusions for proposed spending within this $88 million request, the Endowment is acutely aware that quality is not necessarily a function of size. Both large and small institutions make significant contributions to the advancement of art forms and their availability to audiences. The Endowment is also aware that through its assistance, there is a current flourishing in a variety of artistic endeavors across a wide range of disciplines. The context of Federal support to the arts is not the same today as it was five or ten years ago, nor has the world of the arts in the United States remained static. Federal involvement has broadened the quality and quantity of arts activity.

The formulation of the present budget forces us to reflect on the realities of the arts in America as we see them at present. Some areas of Endowment support were nonexistent or hardly discernible only a few years ago -- support to the folk arts, to jazz and to American musical theater, for instance. And in these areas, Endowment support, albeit modest, has made a noticeable difference.

It did not make sense to the Endowment or to the members of the National Council on the Arts to employ a simple and binding formula of curtailment that would apply across the spectrum of Endowment endeavors. An across-the-board cut seemed inappropriate and ill-advised.

Rather, it seemed more sensible to balance, as best as possible, the claims of competing priorities, taking intc account the fundamentals of the Endowment's mission: the direct support of arts institutions and artists whose work is of significant quality.

As a consequence, in the budget we present to the Congress for Fiscal Year 1982 for $88 million, the Endowment, with the concurrence of the National Council on the Arts, is suggesting a broad retrenchment throughout most Endowment programs. Within these programs, some categories will not be funded in the coming fiscal year; and in some cases categories are being combined to promote efficient use of limited resources. The proposed budget greatly curtails support for Challenge Grants, and provides appropriate resources to cover administrative costs that are virtually fixed, given the nature of the Endowment's structure and procedures.

Program

Consistent with its past budget presentations, the Endowment has chosen to emphasize regular programming support, and seeks funding of $57,835,000. The programs are the Endowment's essential building blocks. Within them they represent support to high-quality arts organizations and support for individual artists, the twin programmatic goals that the National Council on the Arts has advised the Endowment to emphasize.

If one were to view the evolution of Endowment program support, one would see a gradual build-up of funding, not only within the confines of a single discipline, but across many disciplines. And if one were to view the current programmatic support in Fiscal Year 1981 in terms of a circle, one would see, in Fiscal Year 1982, a smaller circle, but one composed of many of the same elements.

In general, the programs will be emphasizing direct organizational support, and providing considerably less support for service organizations, for touring, and other outreach efforts. Outreach efforts will necessarily fail in purpose unless the arts-producing organization is sound artistically and financially.

One should not conclude from this, however, that there will be little effect on arts organizations seeking Endowment support for their home-based activities. Fewer symphony orchestras, theater, opera and dance companies, fewer museums will be supported and those that are will receive less funding.

Some efforts, supported out of program funds and not as directly involved with arts-producing organizations, will be eliminated altogether. The National Council on the Arts has recommended the termination of funding entirely for international activities, research and evaluation, programs aimed at helping special constituencies, the intern program and the continuance of the Advancement effort, involving the special building grants to emerging organizations of high artistic significance and future potential.

Because the Endowment forward funds the Artists-in-Education Program, that effort has been substantially scaled back in terms of budget allocations in Fiscal Year 1982.

Treasury

The funding level of the Treasury Fund at $15,000,000 remains relatively high. That is because the National Council wished to take advantage of the additional leverage affect offered through Treasury Fund grants.

The Treasury Fund is used to augment Endowment program support, chiefly to major arts organizations. Unlike project grants funded out of the regular program account, Treasury grants require a three-for-one match. In general, Treasury Funds are allocated to programs such as Music and Theater, whose institutional bases are strong, and whose organizations have the capacity for meeting these more stringent matching requirements.

Allocations of Treasury Funds, a separate part of our appropriation, are assigned program by program.

Challenge

We are requesting $2.5 million for the Challenge Grant effort. This decision does not reflect a lessening of regard for this program, but rather reflects the ordering of priorities within the confines of a limited budget.

The Challenge Grant effort is one of the most original, innovative, and successful approaches employed by the Endowment to aid arts organizations in the country. Rather than concentrate on a project-by-project basis, Challenge Grants are given to organizations to promote their long-term financial stability. The grants, by Endowment standards, are large ones, and the matching requirements are even more stringent than those required for Treasury grants. An organization receiving a Challenge Grant must raise, as in the Treasury grant, three dollars for each Federal dollar, but the funds generated must be new or increased levels of income or giving.

During the latter part of 1980, it became clear to the Endowment that a large portion of the leadership arts institutions, for whom the Challenge Program was originally designed, had, indeed, received support. What was also clear was that the initial grants had not exhausted the fundraising potential of these organizations. Many of these organizations had been funded at less than optimum levels because of the Endowment's own need to stretch its available resources. The Endowment believes that when sufficient resources exist, the Challenge Grant Program should be opened again to these highly important arts institutions, so they may proceed from one level of strengthened ability to a further level of greater service.

In Fiscal Year 1982, however, the stringencies of the budget are such that larger allocations into the Challenge Program would be at the expense of regular program funds. Given the choice, the National Council advised the Endowment to fund the Challenge effort at the level specified herein, supplying a few, important grants to worthy institutions.

Administrative

The Endowment is requesting $12,665,000 in administrative funds for Fiscal Year 1982. This is the only account in which we are seeking an increase, and it is particularly important to explain the context of our reasoning.

As we have indicated earlier, after much debate, the National Council on the Arts recommended a general retrenchment in the Endowment's programmatic approaches. It was not felt prudent to lop off programs carefully nurtured over the years, or to eliminate in a wholesale fashion Endowment categories. This decision was made in the context of how the Endowment's limited funding could have its most effective impact on the arts in the United States. To put in another way, how might the Endowment continue to provide support in the most helpful way to the widest expanse of high quality arts activities in the United States, to the immense growth of the arts which has developed in recent years through the Endowment's catalyst role.

There will be less money available; competition for grants will increase dramatically. But the Endowment does not see any great slackening of the application load, currently running at more than 30,000 a year. We do predict a slight decrease -- in the neighborhood of 12 percent -- based on tightening various eligibility requirements in the various program categories. In the main, though, we expect the very large volume of applications to continue in 1982.

What follows from this projection accounts for the administrative budget we are seeking.

The single major item in the administrative budget is the cost for personnel. Simply to process and review the enormous volume of applications received by the Endowment in some 70 separate funding categories that we project for next year requires sufficient staff. The law -- and equity -- requires that such applications be accorded administrative care and fairness in review. Economies in staffing are being carried out. However, the reductions are relatively minor ones, in recognition of the necessity for the Endowment to have a staff of sufficient size to cope with its heavy application load.

The other major item in the administrative budget is the cost of maintaining the peer panel review system which is central to the Endowment's fundamental belief that outside experts, not government staff, should make decisions on grant applications.

The Endowment has consistently been able to attract panelists of the highest level, both artists and those with artistic expertise. The enormous prestige of the Endowment's panelists provides the surest way to keep granting decisions on artistic quality on as a high a plane of objectivity as possible, while insulating the review process from governmental or bureaucratic pressures.

In sum, the desire of the National Council to maintain broad support across the range of artistic disciplines reflects itself in the maintenance of most programs and their categories. This, in turn, leads to a projection of a continued high level of applications, necessitating a sufficient staff and review panel structure.

Finally, the Endowment believes that in Fiscal Year 1982 comprehensive efforts should be further developed to encourage additional corporate and private philanthropy in support of the arts. During the past several years, the Endowment has worked closely with business and foundation leaders to stimulate deeper concerns with the arts and added assistance. It is noteworthy that corporate support for the arts has increased from $22 million annually in the first year of the Endowment's life to a present total of more than $435 million. In order to enhance this partnership between government and the private community, a partnership whose concepts are basic to the Endowment's traditions, an expanded effort is necessary as the needs of the arts grow year by year.

This effort will require adequate staffing and the development of appropriate meetings; advocacy and planning with a variety of leaders who represent local, regional and national concerns. The Endowment can continue to serve as a major resource for these efforts, to address the increasing needs of a growing arts world.

INTRODUCTION OF ASSOCIATES

Mr. BIDDLE. Thank you very, very much, Mr. Chairman, and it is a great pleasure always to be here before this subcommittee and today before you, sir.

I'd like to introduce my staff at the table here.

On my left is Mary Ann Tighe, who is the Deputy Chairman for Programs.

To my immediate right is Donald Moore, who is the Deputy Chairman for Policy and Planning.

And to his right is Henry Putsch, who is our Director for Partnership, that is, partnership with the State arts agencies and partnership with the programs throughout the Endowment as they relate to State activities.

Mr. Chairman, I appreciate your putting my statement in the record and, with your indulgence, sir, since this may well be my final time here before this subcommittee and before the Senate, I would like to ask your permission to make just a few remarks about the Endowment——

Senator MCCLURE. Yes, sir.

Mr. BIDDLE [continuing]. And my perceptions of it because, as I am sure you know, I helped prepare the legislation which created the National Endowment for the Arts and the Endowment for the Humanities here in the Senate in the early 1960's, and I have been with these endeavors over many years.

The philosophy, the guiding principle, underlying the creation of the two Endowments—and I will speak now just about the Arts—that philosophy and that guiding principle was to establish a partnership with the private community and with experts in the Arts. And I think the reason for the success of the Endowment and the reason for strong bipartisan support over all these years has come from that philosophy and that guiding principle.

I really feel that the Endowment has succeeded beyond the expectations of its founding fathers, as a catalyst, as seed money for the Arts.

Let's go back to 1965 when the private philanthropy in our country was supporting the Arts with approximately $200 million annually. That was an amount which had no growth involved in it during the whole previous decade, that is, the decade previous to the Endowment's creation. The total figure in 1955 of private philanthropy for cultural endeavors in the Arts was at $199 million, and it had only grown to $205 million in 1965. So assuming some inflation in those years; there was really no growth at all.

And I think that was recognized clearly by the sponsors of the legislation creating the Endowment and was one of the principal reasons for its creation, because private support was perceived as inadequate. The arts in those days were concentrated mainly on the eastern seaboard, from Washington north to Boston, mainly around New York, and in the middle part of our country around Chicago, and some activities, of course, on the west coast. But there were vast areas of the country where the arts and cultural activities were not even starting at all.

There was a growing awareness of the value of the arts, but they were still considered tangential to life, by no means central. But I think the Congress gave extraordinary leadership to the principle that the arts are important and significant and have abiding value, and that was an idea that particularly emanated from Congress.

So a uniquely American experiment in funding the arts began, and Congress declared that while no government can call a great artist into being, government can create and foster the conditions in which the arts can flourish.

And flourish they are, and they are beginning to flourish now more than ever before.

The catalyst has worked and it continues to work day by day by day. Corporate giving for the arts, which was at $22 million in 1966, has grown to an annual rate in excess of $450 million.

State support for the arts, which in 1966 was $2.67 million, has grown to an annual rate of $110 million. Community support for the arts, which was virtually nonexistent 15 years ago, now reaches $70 million annually. And that overall private-giving number, which was a little in excess of $200 million when the Endowment was created, has grown in these 15 years to $2.7 billion.

And so from no growth in the decade previous to the Endowment's start, we see a dynamic improvement in the 15 years of the Endowment's life, something that gave a sense of direction, gave leadership to the arts and, I guess to me most important of all, a sense of commitment was given at the very highest circles of our Government.

And, Mr. Chairman, from all I've seen and observed and studied in my time with the arts, I believe fundamentally that the Endowment has been the principal catalyst for growth. It is a relatively minor role in terms of funding, but it is a vital and crucial and most significant role in terms of a catalytic strength.

The latest figures indicate the growth of the arts in 15 years: Large professional theater companies growing from 15 to 147, symphony orchestras from 25 to 150, opera companies from 27 to 109, and dance professional companies from 30 to approximately 400.

And we have seen the audiences for the arts grow at a similarly dramatic rate, with dance, theater, and music leading the way, and up to a fifteenfold increase in attendance for activities in the arts.

So the seeds have sprouted and they are growing, and the arts are central to our society. And that is no longer just rhetoric because it is felt all over the country. The heart, I think, and the core of the success lies in the relationship to the private community and the guiding strength of our council of private citizens, 26 in number, the National Council on the Arts, and to the approximately 600 panelists, experts in the arts, who serve this agency. They are trusted by other givers, and they are symbols today of a unique national resource for assessing quality. Only one in five applicants are successful at the Endowment today, so quality is our abiding and chief concern. The assurance of access to quality, of the very best, is also part of and integral to our mandate. For the values of the arts should belong to all our people and not to any limited number of our citizens. I believe that so strongly, Mr. Chairman.

And I believe that the values are tangible and intangible. I think you can say that the arts serve as basic focal centers for vitalizing communities, and in my travels in various parts of the country I see growing numbers of examples where the arts became a focal point for either urban revitalization or the new spirit that comes to less-populated communities. The arts give us employment; they are particularly labor-intensive; they are industries in many ways. They provide everything from a photographer's light bulb to a major cultural center. They are centers for attracting tourism.

And even with taxes they have a very strong relationship. Not long ago the New England States did a study in depth of the economic impact of the arts in the six States in New England, and the study was for 1980. And it is interesting to note, I think, that in that year the Endowment provided approximately $12 million in support for the arts in those six States, and the Federal income tax return to the Government from those organizations was a little in excess of $10 million.

So just on that basis alone, it seems to me, the arts are a marvelous, marvelous investment.

But, of course, there are the great intangible values of the arts manifest throughout history in terms of increased imagination, deeper insights into life, wider perceptions, new horizons, new dimensions to life itself, and a new enrichment for the human spirit.

So we see growth today. And if we look at a map of our Nation as it would compare with 1965 and a similar map, we see it today filled with increasing numbers of cultural activities and cultural vitality. But please, let's make no mistake, this is a very, very fragile product. The arts exist within narrow boundaries between success and failure.

And I have spent, Mr. Chairman, a lifetime involved in these matters and can attest to that, that the margin between success and failure is exceedingly thin for the large organization and the small organization. And if you compute, as I think it is very reasonable to compute, that $1 Federal stimulates $4 and $5 non-Federal for the arts on average, that is where the Endowment plays its most critical role, those additional $5 to arts activities. And that is the difference, so often, between a success and a failure in a given year.

If you will permit just a personal observation, I was in World War II once in the Syrian desert up near the Turkish frontier. And it was a very arid wasteland. But in the spring the rains came and the desert, these arid wastes, were suddenly alive with flowers, the most beautiful panoply of flowers that I have ever seen. And then the rains ceased and the desert returned in all its dryness and aridness.

The roots of so many growing arts organizations are still searching for a fully hospitable soil, and the quest is still far from complete.

It seems to me, Mr. Chairman, we have a great distance yet to travel, miles to go before we sleep, as Robert Frost once said—miles to go before we sleep. That is the way I feel quite often, Mr. Chairman. But I am constantly encouraged, and I am led on and given inspiration by the thought of advancing from these beginning foothills of our journey into the mountains ahead. And I am inspired and optimistic when I think of how magnificent the view will be from the high peaks if we can attain our goals.

Thank you for allowing me those remarks.

Senator McCLURE. We thank you, Mr. Biddle. I have read that perhaps this may be your last appearance before this committee, at least in your current capacity, and I want to compliment you on the work that has been done over the last several years. I know how much you have invested personally of your time and your talent and of your emotion in the work that you have done.

Mr. BIDDLE. Thank you, Mr. Chairman. I really look upon this job as the most marvelous opportunity I have ever had in my life. And I am happy that my good wife is here this morning. She is an artist and she gives me a great deal of strength and inspiration.

Senator McCLURE. Well, as you know, the support for the Arts and Humanities has not been automatic in the Congress. It is sometimes subject to a great deal of question, although the Congress has, over the years, maintained and increased that support. Part of the responsibility of this committee is not to just congratulate you on your successes but to probe some of the problems that remain. And we do have to look at the budget with some care.

I want to probe some of those areas today so that we will have the advantage of your experience and background, so as we try to go through the budget markup we can do a better job and keep the program as vital as it can be under the budgetary constraints that are imposed upon all agencies of Government under these more strained times economically.

PANEL REVIEW SYSTEM

I want to look at the panel review system for a moment, if I may. For fiscal year 1982 you plan to have 583 panelists on 69 panels review 25,000 applications. Is it correct that the staff of the Endowment makes no recommendations on the grant applications other than to insure that all of the necessary material has been supplied?

Mr. BIDDLE. That is the correct assessment of that, Mr. Chairman. I feel that the panel system which we have developed over a good many years now, and which I have sought to improve in some fundamental way since my term of office began—that the panel system was placed in the original enabling legislation, and I feel that it is really the core and the heart of our relationship with the private world of expertise in the arts.

I have often thought of how we might make our judgments in a different way, and we could do it in a much less expensive way if we didn't have the panels.

But I submit to you, as I have conjured this whole subject, that the panel system is the reason why the Arts Endowment is regarded by business and private philanthropy and other sources of giving as reputable, as respected, and as a real arbiter of quality, not of what the arts should be or shouldn't be, but of quality, and the whole diverse spectrum of the arts, whether it be the arts in a neighborhood, whether it be the arts represented by a growing and emerging institution or group or organization, such as in our expansion arts program where we look at the arts at a community and neighborhood level, often, all the way up to the great opera companies, the great museums, the great theaters, the great dance companies. All the representatives of the artistic ability are within our spectrum, and I think the panel system is fundamental to that.

Senator McCLURE. Do you know of any other Federal agency where the entire decision for grant awards is left to outside panelists and a national council rather than having the staff accept some responsibility for funded programs?

Mr. BIDDLE. I wouldn't say, Mr. Chairman, that the staff has no responsibility. I think the staff and its leadership are very important.

Senator McCLURE. But they make no decisions with respect to the awards. That is all done by the panel, isn't it?

Mr. BIDDLE. That is correct.

TREATMENT OF APPLICATIONS

Senator McCLURE. You indicate that the number of grants is expected to decrease in the same proportion as the reduction in available funds though the number of applications will remain high. Might it not be reasonable to have the staff make the initial review of the total number of applications and reduce the number submitted to panelists?

Mr. BIDDLE. I am aware of the need for economy, but I am not sure that that is a solution that we would think fair and proper. I think the whole basis of making our decisions on applications relates to each application being given the same kind of treatment that other applications are given. And if you had a screening process whereby some were discarded before the panels had a chance to look at them, I think that might impose some unfairness on the individual applicant.

Now, our staff often does screen in a tentative manner applications, but mainly they give them to the panelists as individual applications that deserve a similar careful study.

Ms. TIGHE. May I add to that?

Mr. BIDDLE. Please do. This is Ms. Tighe.

Ms. TIGHE. There are two additional reasons why we try to keep staff opinion out of the decisionmaking process at the Endowment.

The first is the need for neutrality. Applicants come to the staff and ask them how best to apply, how to present their case. The staff is a resource for every applicant at the Endowment. If it became known that, in fact, the staff member had a role in judgments made on applications, that would definitely change the nature of their relationship with people who come or call from all parts of the country or who write seeking advice.

The second thing is the nature of the kind of applications we review. We are reviewing dance companies, opera companies, symphony orchestras. We cannot tell whether they are good, excellent, poor, whatever, on the basis of their written application. All we can tell from that application is if they have competent staff of any kind who are capable of filling out the form, what their financial situation is. But the core of the issue is the quality of the performance.

Our staff does not have the staff travel funds to travel the Nation coming to know firsthand every single dance company, theater, et cetera, around the United States.

Senator McCLURE. How does the panel do that?

Ms. TIGHE. But our panelists, and a system we have where people in different parts of the country report to us—a great deal of our decision-making process is done without any expense to the Endowment. The panelists come from every part of the United States, and in the past years every State has been represented more than once on Endowment panels. So we have people from everywhere who are able to bring us, when they come, information about the quality of organizations in their area.

Second, we are in correspondence with people around the United States asking them for their point of view.

So we try to put together a variety of opinions, but in the end the experts themselves—our staff is not made up primarily of artists but of administrators, people who deal with the paper. But the decision as to whether this particular painting or this particular artist's work should receive a grant or shouldn't is left to artists. And that is the key difference.

While someone at the National Science Foundation can tell a great deal from reading that proposal, it is not so at the Endowment. We really need to rely on site visits, and I tell you when we don't have the information we hesitate to make the judgment. We send out word that, "This group must be seen." Otherwise there is no fair way of comparing the group out West with the group in northern Virginia. There has to be a fair basis for comparison.

SELECTION OF PANELISTS

Senator McCLURE. That leads to some problems as well as strengths, perhaps. On a radio show aired in the Washington area some months ago, it was alleged by one of the persons participating in that radio show that the panels are really "old boy" networks comprised of people who have received NEA grants or who hope to receive them in the near future.

I suspect there is a fair sprinkling of that throughout these panels, and I wonder if you would provide a list of all the panel members for the last 2 years and indicate which of them have received funding from the Endowment through the program funds.

Ms. TIGHE. We will be happy to do it. We are very proud of the fact that one-third of our panels change every year, and over one-half of that one-third are people who have never served on an Endowment before, have never had the kind of contact that has been implied.

[The information follows:]

Of the 611 panelists in 1980 and the 612 panelists in 1981, the following individuals received Endowment grants in the same years as they served as advisory panelists. In no instance did the individuals participate in any way in the review process which resulted in the grant award to themselves.

The following individuals submitted grant applications prior to their appointment as a panelist:

Robert Berky, Cleo Parker Robinson, and Yen Lu Wong, 1980 dance choreography fellowship; Yen Lu Wong, Ana Halprin, and Liz Lerman, 1981 dance choreography fellowship; Richard Hoag, 1981 design arts fellowship; Paul Chihara, 1981 music composers; Norie Sato, 1980 visual artists fellowship; and Bart Parker, 1981 visual artists fellowship.

The following persons, while serving on one panel, received grants reviewed by panels other than those on which they served:

Jamie Carpenter, Lia Cook, Bruce Schnabel, and Betty Woodman, 1980 visual artists fellowship; and Richard Wurman, 1981 design arts fellowship.

ONSITE VISITS ALLOCATION

Senator McCLURE. How much is allocated for onsite visits by panel members?

Ms. TIGHE. I do not know.

Mr. MOORE. Approximately $285,000.

Senator McCLURE. $285,000?

Mr. MOORE. Yes. Those are expenses specifically for onsite visits, but those are not the only onsite visits that are made, because our panelists are chosen because they have the opportunity and the responsibility of seeing it.

Senator McCLURE. That is the amount of direct expenditure.

Ms. TIGHE. We also have been using our computer system to try to find out what the travel schedules of various panel members are, for example, performers who tour. And we overlap those with the schedules of performance we receive from applicants around the country. So if we know someone is going to be touring a certain route, we ask them while they are on tour to see the following companies. We have gotten a tremendous number of site visits for free. In fact, I have to say virtually 75 percent of the site visits we get cost the Federal Government nothing.

STAFFING PATTERN

Senator McCLURE. The personnel summary on page 199 of the justification shows one person assigned to the fellows program, one assigned to the international program, three assigned to the research program, and two assigned to special constituencies. As there is no budget request for any of these programs, what will these seven people be doing?

Mr. BIDDLE. Mr. Chairman, I think my answer to that is in keeping with what I said about the Endowment serving as a national resource for information, for knowledge, for an exchange of viewpoint. We have developed, during the past 4 years, very close working relationships with other Federal agencies, and that had not been so much the case in previous times.

We have, for example, close working relationships now with the International Communication Agency, with the international arena. We provide guidance and resources for their work in bringing quality in the arts from this country abroad. Our panel system is utilized by that organization.

With the Department of Education we have worked to focus attention on the values of the arts in education. With the Department of Housing and Urban Development, for example, and with the Commerce Department, we have been working to encourage those agencies, those departments, to focus more on the arts. We have worked with the Small Business Administration; we have worked with the Veterans Administration, with the handicapped, with the people in prison. And in all these areas, Mr. Chairman, there is a staff involvement.

I think it would be very unwise for us to abandon the kind of expertise that we have available in these areas that you mentioned. I think the staff involvement is minimal, but I think it can serve in a very important advocacy role as we seek to maximize the dollars available and to involve others in support of our artistic goals and endeavors.

It might interest the committee to know that in the past 4 years, between the Department of Housing and Urban Development and the Commerce Department, almost $1 million in those 4 years was spent on renovating and improving arts facilities throughout the country with funding that obviously was beyond the capability of the Arts Endowment.

So I think it is a resource that those people represent that we would not be wise to get along without.

Senator McCLURE. There are about $337,000 involved in administrative expenses for those seven positions, if I read the justification correctly.

Mr. BIDDLE. I think that is correct, Mr. Chairman, but I submit to you that that is a very good investment in value.

Senator McCLURE. You are suggesting what they do is coordination with other agencies and with private groups?

Mr. BIDDLE. Yes.

Senator McCLURE. And it is not in direct administration of the funds of the Endowment.

Mr. BIDDLE. No; each of those areas that you mentioned had a small seed money kind of budget, but I think that the National Council has determined that those particular sums of money are not fundamental priorities for the reduction that we are dealing with.

Senator McCLURE. Well, in this instance, we are not talking about seed money because there isn't any money except for the administrative overhead.

Mr. BIDDLE. I know. The staff can be a sort of seeding ideas and advocacy, and I have seen it happen.

Just the other day there was a business corporation which was thinking of engaging in a cultural exchange with Mexico, and it didn't involve any money from the Arts Endowment but it involved staff work. And the business happened to know the Endowment very well, and through staff effort and through the Ambassador and other connections, that project is going forward.

So it is a staff involvement that is responsible there for an important project.

STATE PROGRAMS

Senator McClure. The budget for State programs has been reduced by more than 50 percent; yet you plan to have the same level of staff for the program. Is that the same reasoning?

Mr. Biddle. I think we need to realize two things there. One is that State programs are forward-funded, that is, the money provided for the States in this year, fiscal 1981, applies to the funding for the States in the critical year, fiscal 1982.

I don't really feel that State activities will be diminished in the upcoming months. They will certainly need a lot of attention, a lot of planning, a lot of discussion. And I think, again, our people can serve as a very important resource.

Maybe Mr. Putsch would like to comment.

Mr. Putsch. Mr. Chairman, it is quite correct that in the fiscal year 1982, fiscal year in the State context, the funding base from the Federal Government has derived from our fiscal year 1981 budget. And in that context we have, in fact, no diminishment of activity in fiscal year 1982 in the States.

Linked to that, of course, there are great concerns among the States about the impact of Federal cutbacks and decisions on the future of those agencies. And if there is any time that those resources are needed to assist, it will be in fiscal year 1982.

Mr. Biddle. I think overall, Mr. Chairman, that it is necessary—of course, we have thought deeply about these problems that you raise, and it would seem maybe on the surface that when a budget is cut in half, so should its administrative budget be.

Senator McClure. The tendency in Washington is always that when the budgets are cut you cut the programs at the grassroots level but protect the people administratively. I am not saying that is true in this instance, but it is a tendency that has not gone unnoticed. And the people at the tail end of the delivery system get less money, but the people who are doing the delivering get the same amount.

Mr. Biddle. I think in our case it isn't the money that is dispensed; it is the number of applications that are received and the attention that has to be given to them. The application numbers are much more fundamental than the money dispensed. We could dispense what the original submission to the Congress calls for—that was the $175 million—with virtually the same amount of money.

Senator McClure. I understand that even though the money goes down, the number of grant applications may not.

Mr. Biddle. That is right.

Senator McClure. So there is greater difficulty in dividing it up when the money is tighter.

Mr. Biddle. That is right.

ADMINISTRATIVE REQUIREMENTS

Mr. MOORE. Mr. Chairman, if I might comment just briefly on specific areas you mentioned. The fellows program, for example, is a program where we try to provide for a short-time experience in the administration of a public arts agency, our own. It has been a particularly successful program. Although we have, with the Council, determined that funds would not be put into that program, we are exploring with universities, for instance, the opportunity of having students come and undertake the same sort of experience but at no cost to us.

In the research area, we do have ongoing contractual responsibilities, even though they will not be funded in fiscal 1982. That program will be reduced and its staff, but I think the office to monitor the contracts will have to be continued for a while.

With special constituencies, where we try to help the aged and handicapped and work with some Federal agencies, as the chairman has said, with the Bureau of Prisons, the Veterans Administration, there are ongoing opportunities to provide some leadership for the activities without the use of moneys.

We have also, I think, one of the better 504 programs, and our office oversees that program, providing accessibility for the handicapped, also working with the President's Commission on the Aging.

Senator MCCLURE. Well, let me suggest that what we see is that the funds are reduced, but one part of the Endowment that has grown up during the expansion years of the Endowment is not being reduced. What that means is a substantial shift of available resources away from the grant program to some of the other programs which you are outlining as having some benefit.

I think the Congress needs to look at that shift to determine whether or not the congressional judgment is that that is indeed the appropriate allocation of funds.

Because it does represent a shift—in percentage, in emphasis, and to a degree in mission. Because the original mission of the Endowment was not as a resource, as a place for education or training or the catalyst for performance in the sense of providing the resource base for training people. If it is to become that, then I think it ought to be a conscious decision to become that.

Mr. BIDDLE. Could I just comment on this general subject, Mr. Chairman, because it is one that deeply concerns me, and I recognize that all you have said is very valid.

We are again scrutinizing this whole administrative structure of the Endowment, and while I am here to defend with my very life blood——

Senator MCCLURE. We will try not to take that. That is one thing the Federal Government hasn't quite got around to doing yet. [Laughter.]

Mr. BIDDLE. Thank you, Mr. Chairman.

As best I can defend the moneys that we have presented to you, nevertheless we do recognize that your concerns are very important and valid ones, and I would like to volunteer to work with you and with the committee to see if we can't find some areas where we could be a little bit more flexible.

Senator McClure. I understand what you're saying in justification of the continuation of the programs. I just want to note that it is a shift in emphasis, and perhaps it ought to be a conscious shift participated in by the Congress as well as by the Endowment.

FEDERAL COUNCIL

Approxmately $200,000 was to be spent in the current fiscal year for the Federal Council on the Arts and Humanities, to be split equally between the two Endowments. There is no mention of the Council in the fiscal year 1982 justification. What has happened?

Mr. Biddle. The Federal Council—and you might also want to talk to my colleague, Dr. Duffey, when he appears before you as chairman of the Humanities Endowment, because he is Chairman of the Federal Council on the Arts and the Humanities.

But we have agreed among ourselves that the staff allocations to the Federal Council in this period would be retracted from that work pending, perhaps, a different determination by the administration, but that the staff would not be required for those purposes any longer.

However, we do plan to utilize the three positions that are involved in the Arts side and the three positions I believe involved on the Humanities side in a way that would be commensurate with working with other agencies as the Federal Council has done.

Senator McClure. Will you fund the Federal Council through the end of the current fiscal year?

Mr. Biddle. We will fund the employees until the end of this fiscal year, and then we will retract in fiscal 1982.

Senator McClure. Now, if I understand you correctly, you say you will fund the employees but not necessarily the Council.

Mr. Biddle. We never supplied actual Endowment money to the Council itself. The Federal Council on the Arts and Humanities is composed of the heads of different agencies who are involved either in Arts or Humanities or both. The Secretary of the Smithsonian would bridge both worlds, but there are a number of members who head different agencies that relate to these different cultural areas, and they meet regularly, and the staff provided by the Endowment for the Arts and the Endowment for the Humanities serves to carry out the functions of the Federal Council.

Mr. Moore was Deputy Chairman of the Federal Council for a period of time, and under their previous work special studies were undertaken and special new relationships with other agencies.

Senator McClure. To what use will the funds be put that were earmarked for Council activities?

NEA AS A CATALYST

Mr. Biddle. Well, I think those again, Mr. Chairman, will serve in a resource manner for our work with other programs.

And I would also like to stress to you that in terms of staff and in terms of needs for 1982, it would be my intention—and I don't know about my successor but I certainly think anyone would see the validity regardless of what the level of funding is—that we establish very deep and close relationships with the business world. I think the Endowment has embarked on this subject in the past, and we have established, since I have been Chairman, working relationships with the Business Committee on the Arts, for example, and with other business leaders.

But if you are to supplant the moneys that you mentioned as reduced from the Endowment's present budget with business support, I think it has to be a very carefully arranged network of activity that would result there, Mr. Chairman.

And I would like to stress that while business may increasingly support the arts, even in a time of additional pressures on business and corporate philanthropy for other activities, that the plurality, that the diversity of the arts, needs to be given close attention. And if business leaders are truly to serve the purposes that we believe fundamental to our programs, a great deal of discussion and a great deal of attention has to be given to devising, planning, a network that will be effective.

For example, who in the business world would like to invest in residencies for poets in small towns?

Who would give business support to the small presses of our country which are so fundamental to good writing?

Who would take care of the amounts of individual grants that we supply, which are basic in many ways to supporting the best in the arts?

Who would pay for rehearsals for dance companies and music organizations?

Who would have the initiative to provide the seed money which we have for special design projects?

I am mentioning a few areas Mr. Chairman, where I think it would be difficult to get the kind of business support that would be needed to continue the very heart of our work.

Senator McClure. Well, you have mentioned a number of things that certainly are valid with respect to the support for arts generally, but the legislative mandate for the Federal Council was to promote coordination among Federal agencies involved. The items you have mentioned are totally outside that.

Mr. Biddle. Well, I am not talking about the Federal Council now, Mr. Chairman.

USE OF FEDERAL COUNCIL FUNDS

Senator McClure. I was, and that is where I was focusing my attention. I wonder what you are going to spend the money for if you are going to keep the personnel and pay them but not have the Council.

Mr. Moore. The expenses for the Council, sir, were principally for staff and a little travel for the six persons who have been assigned to the Council from its agency.

The Council had worked in a wide parity of coordinative areas. We have not at this point determined what will happen in 1982 because it was really a matter between the two Endowments and the administration.

The administration has kept an office for the Council at this point.

Senator McCLURE. I understand that. You have the money in the budget but you don't mention the Council.

Mr. MOORE. We don't have any money in the budget for fiscal year 1982, sir. What we are suggesting to you is we are maintaining the functions for the Council through fiscal year 1981.

Senator McCLURE. Well, you haven't reduced the administrative expense.

Mr. MOORE. In fiscal year 1981?

Senator McCLURE. In fiscal year 1982, by the amount that was earmarked for the Council.

Mr. MOORE. I think we have not specifically addressed fiscal year 1982.

Senator McCLURE. That is what I'm getting at. The money is still there but you do not say what it's for. The administrative expense figure has not been reduced downward by the abolition of the Council or its activities.

You suggest that the Council will not be there, and there will be no personnel and no activities associated with it. The money is in administrative expense.

Mr. MOORE. I don't believe that there are moneys for the Federal Council in fiscal year 1982. The staff of the Council were detailed from the Arts and Humanities and were not White House staff. If the Council is no longer deemed to be continuing as an office with the Executive Office of the President, then those staff would revert to the Arts and Humanities Endowments.

Senator McCLURE. Here is why I am puzzled. The Federal Council was established by statute. Congress directed it. Now, without mentioning the Council—you have to ferret it out because it's not mentioned—yet the administrative expense is not adjusted. The money is there in administrative expense, but you are totally silent about Council expenses. You are telling me you haven't made up your mind, and I believe that may be true.

Mr. BIDDLE. I don't think we have explained this properly, Mr. Chairman.

Senator McCLURE. Or I haven't heard it properly.

ROLE OF THE COUNCIL

Mr. BIDDLE. I believe the Federal Council, if you look at the history of this over the years, has been a group of individuals who meet on a regular basis but who have not had any particular need for staff, with the exception of one area where the Federal Council is involved by statute, and that is with respect to the indemnification program, the program that was established by Congress to provide indemnification against loss or damage to major cultural exhibitions that come to this country from other countries.

There was always, from the inception there, a staff involvement.

In the past 4 years the Federal Council has taken on a kind of different role, commensurate with its statutory provisions, which were more or less dormant for a period of time. But that was a determination of the former President. We have not heard of any particular desires on the part of the present administration toward the Federal Council.

So the staff, Mr. Chairman, which has been on our payroll, is a detailed staff which simply returns to the Endowment for disposition back to the Federal Council if that is the administration's desire.

I think to clarify all this properly for you we need to submit something further for the record.

Senator McClure. If you would do that, I would appreciate it. It was in the January budget, but when the revised budget came up, all the pages with reference to it were gone. So I am trying to find out what happened to the Council, not just what happened to the papers in the budget.

Mr. Biddle. The Council obviously is still there, and if staff is needed for it, it is provided for in our budget. But we haven't heard exactly how the administration plans to work with the present Council.

Senator McClure. I would hope you would signal to them that with the statutory mandate, the Congress having created it in 1965, that we would expect that it is going to be more than just withered away by the removal from the budget submission of the pages that deal with it.

I would hope there is a conscious decision with respect to what is done and a conscious recommendation to the Congress with respect to what should happen so that we can make a decision since the Congress originally established it. I am a little disturbed that any administration can assume that an agency or a council established by statute can just simply be done away with by failing to mention it.

Mr. Biddle. No, it wouldn't be that. I think the budget at this point is moot on the subject, but it doesn't mean that the Council is eliminated or that staffing would not be available for it if the administration so desired.

But we will provide you with a full detail on that.

[The information follows:]

The support of the Federal Council is undertaken jointly by the National Endowment for the Arts and the National Endowment for the Humanities. The Arts Endowment provides funds to support two staff positions: the Deputy Director and one Staff Assistant. The Endowment anticipates providing approximately $92,000 in fiscal year 1981 in support of the Federal Council.

As previously noted, the Council is jointly supported by the two Endowments. Should the $92,000 provided by the Arts Endowment exceed half the total annual cost of the Council, the Humanities Endowment will reimburse the Arts Endowment for its share of the difference.

UNDER MANDATE FROM AUTHORIZING COMMITTEES

Senator McClure. Isn't the Council under mandate from the authorizing committee to undertake several studies?

Mr. Biddle. Yes, and those are in progress.

Senator McClure. Will they be completed by the end of this fiscal year?

Mr. Moore. The one is well under progress. The other I don't think will be completed by the end of the fiscal year.

Senator McCLURE. What happens to that study if, as a matter of fact, it's just suspended in air somewhere?

Mr. MOORE. Part of the problem is that the Federal Council has never been an operating agency, sir. It is an advisory council. Under the previous administrations there has been one staff member within the Arts Endowment who has been given part-time responsibility to act within the Council.

As the Chairman indicated, 3 years ago the administration made a determination to try to provide greater staff to increase its activities.

Mr. BIDDLE. The present Staff Deputy Chairman of the Federal Council, Mr. Chairman, is in the room here if you would care to have a comment or two, but I think we can submit for the record——

Senator McCLURE. If you would submit it for the record I would appreciate that.

Mr. BIDDLE. I think the confusion perhaps is that the Federal Council consists of the heads of different agencies and staff has always been provided for it as needed. And staff was delegated or detailed to it during the past 4 years.

Senator McCLURE. There is a separate budget submission with respect to it. It is carried in the budget submission for the Humanities.

Mr. BIDDLE. It has been carried in the budget submissions for the past 3 or 4 years, but not previously when the Federal Council also existed.

Senator McCLURE. But there has been a separate accounting for the personnel and expenses for the activities of the Council.

Mr. BIDDLE. That is true.

Senator McCLURE. Now, all of a sudden that just evaporates and I am trying to find where it's disappeared to.

How much has been spent on Council activities to date?

Mr. BIDDLE. We'd have to supply that also for the record.

[The information follows:]

To date in fiscal year 1981, approximately $56,000 has been expended by the Arts Endowment to support the Federal Council.

ARTISTS IN EDUCATION REQUEST

[Discussion off the record.]

Senator McCLURE. Excuse the delay, but Senator Rudman and I were conferring to determine how we are going to shift, because I have to leave to go to a meeting at the White House in a few minutes, and I will turn the gavel over to Senator Rudman.

It will be my intention to ask just a few more questions of you, Mr. Biddle, and your staff and submit the balance for the record for responses in writing, and Senator Rudman can move to the Endowment for the Humanities.

The $235,000 request for artists in education represents a decrease of almost 95 percent. As this program has been the largest single employer of artists in the country, why was such a disproportionate reduction assessed against this program?

Mr. BIDDLE. The answer to that, Mr. Chairman, is that the artists-in-education schools program is forward-funded. That is, it is funded through 1981 moneys through the academic year for fiscal 1982.

When we were assessing particular priorities for our 1982 submission, we took a slightly different attitude toward those programs that could properly work in the year of fiscal 1982 without a reduction factor, and we are committed, because I believe this program is of great fundamental value to the whole structure that we have developed for supporting the arts, to continuing that program in the future.

I suppose that a remaining task for me will be helping to prepare the fiscal 1983 budget because my term of office runs until November if I am allowed to stay, and in the preparation of that budget would be renewal of our commitment to the artists-in-education program.

FUTURE SUPPORT FOR AIE

Senator MCCLURE. I am going to ask you to take just a brief look at that, if you can, because your justification states that you have every intention of supporting a resumption of the AIE program in fiscal 1983 at "an appropriate and equitable" level.

If the fiscal 1983 budget request were for $100 million, what would be the allocation for this program?

Mr. BIDDLE. Mr. Chairman, I think we would only be able to estimate that, but it would turn into the same kind of percentage allocation as other programs that are given priorities at this time. It would not be neglected. It would not be given a lower priority rating.

Senator MCCLURE. It would approximate the percentage of the total that it now has?

Mr. BIDDLE. It would be a percentage of that allocation based on the same kind of priority treatment for other areas. We would have to make some adjustments. If there were a budget of $100 million, that would allow some flexibility over that.

PROGRAM REDUCTIONS

Senator DECONCINI. Mr. Biddle, your statement indicates a total fiscal year 1982 funding level of $88 million—over $70 million less than the Congress appropriated for fiscal year 1981. As a member of the subcommittee who has been supportive of your programs, I think I can appreciate both the demand for your services and the overriding need to reduce outlays. I believe it will be the committee's sincere intent to reduce spending as much as possible without destroying the Endowment. However, I see that many of your regular program areas—artists in education and expansion arts, and others have been cut by over 80 percent. Other programs such as research have been completely eliminated.

Will these cuts make your programs less than viable? Can they still be effective?

Mr. BIDDLE. Senator, there is no question that the proposed cuts will severely reduce the effectiveness of the Endowment's programs. While it is virtually impossible to predict the ultimate impact of the reductions, the program directors have compiled an overview of the immediate effects on their fields. In media, for instance, we will have to abandon support for such popular series as "Dance in America," "Live from the Met" and all short series and specials. Performances of "Live from Lincoln Center" will be severely reduced. These programs have brought the arts to millions of Americans who might otherwise never have the opportunity to experience them. The proposed 50-percent cut will also mean that the dance program will be able to support 15 percent fewer companies and 65 percent fewer weeks of touring. This will lead to the closing of a substantial number of smaller companies and those that survive will be forced to shorten dancers' contracts or lay them off completely, thereby increasing their reliance on unemployment compensation. In addition, ticket prices will increase dramatically. Many music groups will likewise be hard pressed to stay in operation and those that do will face shorter seasons, fewer performances and higher ticket prices, thereby limiting access for audiences. Outreach efforts will also be severely curtailed. In fiscal year 1980, 64 percent of the orchestras funded by the Endowment provided such services as in-school programs, summer park concerts, free concerts, and outreach programs for minority, handicapped, and senior citizens. It is projected that the proposed reduction in Endowment funds will force 50 percent of these orchestras to curtail their outreach efforts and 25 percent to eliminate them entirely. The theater field will experience similar problems—the closing of smaller companies, a reduction in the number of performances for those companies that do survive, higher ticket prices, and the prospect of unemployment or reduced employment for theater professionals. In addition, we will have to eliminate the entire theater touring program which in fiscal year 1981 provided support for touring in 40 States and dozens of communities which normally do not enjoy professional theater. Museums will probably be forced to institute admission fees, if they do not currently exist, or increase existing fees. There will be a reduction in special exhibitions which draw so many people to museums, as well as fewer traveling exhibitions which have made art available to many outlying towns which do not have their own museums.

I could go on about the effects of each Endowment program, Senator DeConcini, but from those examples I have cited, I think you can conclude that the effects of a 50-percent reduction will be severe. Not only will there be fewer opportunities for the training and development of young emerging artists, but also opportunities for millions of Americans to experience the arts will be lost. In order for many institutions to survive, they will have to fall back on the tried and true, thereby decreasing the elements of creativity and vitality which have marked the growth of the arts in America and drawn so many foreign artists to our land.

EVALUATION AND RESEARCH

Senator DECONCINI. In your budget justification you indicate that "Evaluation efforts, which seek to monitor the progress of the Endowment's programs toward recognizable goals, will now be administered by the Research Division." However, you have requested no funding for the Research Division or for evaluation. How then can you evaluate the Endowment's programs?

Mr. BIDDLE. The evaluation and research efforts are aimed at a systematic review and investigation of the problems facing the arts world and the Arts Endowment, and the successes achieved by the Endowment in meeting the needs of its various constituencies. These large scale studies of generic issues—issues commonly shared by a number of Endowment programs or constituents—were judged by the National Council on the Arts to be of lesser priority than providing funds for grants. We will continue to monitor the completion and success of each grant from the final report required by the Endowment from each grantee.

STATE ACTIVITIES

Senator DECONCINI. Using my State, Arizona, as an example, could you give me some indication of specific program changes and how they might affect the performance and the development of the arts in that State?

Mr. BIDDLE. The Arizona Arts Commission, like all State art agencies, is forward funded, that is, its fiscal year 1982 activities will be funded from State programs fiscal year 1981 funds, therefore, the proposed reductions in State programs grants to the States will not impact Arizona until its fiscal year 1983. As this is some time away, the Commission, like most State arts agencies, is only just begining to gage the impact of the proposed reductions.

In a recent telephone survey conducted by State programs, the director of the Arizona Arts Commission indicated that there would likely be the elimination of their folk arts, community development, and minority programs. Also some staff positions may be in jeopardy.

NEA funding to Arizona from State programs plays a major part in that State's overall funding for the arts. For fiscal year 1981 the State appropriation is a modest $263,000 and the State programs bloc grant is $313,346, therefore NEA funds provide 54 percent of the total Federal/State support for the arts in Arizona. A reduction in fiscal year 1982 to $200,000 from State programs will, in major part, be lessened in its impact by the fact that the Arizona legislature recently approved an increase in the appropriation to the Commission from $263,000 to $430,000.

CHALLENGE GRANT

Senator DECONCINI. The challenge grant program has been cut by about 90 percent from fiscal year 1981 funding. Again, using Arizona as an example, what actual impacts, if any, will these cuts have?

Mr. BIDDLE. Arizona received a $480,000 challenge grant from the NEA in fiscal year 1979. The Arizona Arts Commission was the applicant organization for a consortium of eight arts organizations: Arizona Civic Theatre, Arizona Opera, Flagstaff Summer Festival, Museum of North Arizona, Phoenix Symphony Orchestra, Scottsdale Center for the Arts, Tucson Museum of Art, and Tucson Symphony Orchestra. The required match on this grant was $1,502,000. Latest information is that the actual match will be $1,799,000.

With the proposed reductions in the challenge grant program, it is less likely that there would be future challenge grants to Arizona, simply because there will be many, many fewer challenge grants made nationwide.

Senator DECONCINI. The Mobil Corp., in a recent advertisement, indicated Federal support for the arts comprised only 2 percent of total funding resources, and that the impact of the cuts in the Endowment's programs would be nil. Do you agree with that?

Mr. BIDDLE. I do not agree, Senator. Large arts institutions such as the Metropolitan Opera receive only 2 percent of their budgets from the Endowment and will probably not be badly hurt. But for smaller institutions, especially those just now emerging into national attention, the reduction will hurt enormously. Even though these smaller groups may not receive more than 4 to 5 percent of their budget from us, they rely heavily on those Federal dollars to draw matching funds from private or corporate contributors. The fact that they have competed with numerous other applicants, been judged by panels of arts experts and met the high standards which the Endowment promotes, enables these organizations to draw support from other funding sources. It is not so much the amount of money the Endowment awards, but what that grants says about the quality of the art produced by the grantee. As I noted earlier, the catalytic effect of Endowment funds is enormous and that role as catalyst will be severely reduced.

In addition, the Mobil ad implies that corporations will be able to make up the difference if Federal funding were reduced by 50 percent. Testimony presented earlier this year before this committee by representatives from the corporate and foundation sectors indicated that they would not be able to make up the difference. In addition, the witnesses testified that they rely on the Endowment's unique expertise to identify many of the newer more innovative projects which they support after the investment of initial Endowment seed money.

The ad also takes no note of the individual artist, without whom there is not art. Few corporations or foundations provide fellowship support and there are practically no private patrons. Endowment fellowships allow artists needed time to creatively experiment and develop artistically and professionally. Poets, composers, painters, choreographers, and all those other individual artists who need simply time in which to create have few places to turn other than the Endowment. These individuals who create the works of art which will fill the museums and theaters and other arts institutions, would most assuredly not agree with Mobil's claim that there will be no adverse impact resulting from the proposed cuts.

STATE MATCHING

Senator BURDICK. For States like North Dakota, support from the Endowment is crucial to the continuation of the arts programs in our State. I know that State legislatures match the NEA State grants by a 5-to-1 ratio, and that this ratio is higher than the matching contributions required from other NEA grantees. Given this higher matching ratio, why has the Endowment chosen to decrease funds for the States substantially more than other program categories?

Mr. BIDDLE. The matter of State funding is not a discretionary one in a pure sense for the Endowment. The agency's enabling statute provides that 20 percent of program funds be set aside for the States, and that same set-aside does not apply to funds in other of the Endowment's lesser accounts, Treasury, challenge, or administration.

Senator BURDICK. I'm very concerned about the artistis-in-education program. This program has played a vital role in bringing artists to rural areas in my State. In most cases, this is the first time children in rural areas have been exposed to artists and this program is the only source of arts education for these children.

Why is the cut in this program so severe if, as you admit in your budget, this valuable program will be interrupted, delayed, and hampered? I know you state that you intend to restore funding at an equitable level in 1983, but what makes you believe that will be possible?

Mr. BIDDLE. Faced, with a reduction of 50 percent in its budget request, the National Council on the Arts faced some very hard decisions. The artists-in-education program was reduced so dramatically in funding because the program itself is forward funded and, therefore, the brunt of the cut would not be felt during fiscal year 1982. The Council has stated that funding for the program will be restored at an equitable level in the next budget request regardless of the constraints that may face the agency's budget in general terms.

Senator BURDICK. I know that presently 20 percent of the program line is given to the States as a block grant. What do you think of the proposal to calculate 20 percent of all nonadministrative items—that is program, challenge grants, and treasury grants—and take that aggregate amount from the program line for the block grant to the States?

Mr. BIDDLE. The Endowment would be glad to consider with the Congress any proposal that would increase the level of Federal funds appropriated to the Endowment and, thence, made available to the States. The issue of greater State set-asides should be ameliorated somewhat in the near term as the Endowment moves to a reduction in the level of the Treasury fund whose allocation is not now available as a part of the State set-aside. In the passage of the Endowment's recent authorization legislation, the House Select Subcommittee on Postsecondary Education requested the Endowment to undertake a study of the Treasury fund with an eye toward a decrease in its funding. Further, the new authorizing legislation, for the first time, permitted States and State consortia to apply for funding under the challenge grant program.

FEDERAL DESIGN

Senator MCCLURE. $700,000 is earmarked for the excellence in Federal design program to provide technical expertise and guidance to Federal agencies and departments in order to improve their printed communications. According to the justification, the Endowment convenes panels at the request of the various departments. Why shouldn't the departments using this service reimburse the Endowment for the cost of these services?

Mr. BIDDLE. I am going to ask Ms. Tighe to answer that question in more detail, but I would welcome any other agency that uses our panel system—I would welcome the reimbursement, but we have not been overly successful in that direction to date.

Senator MCCLURE. I would be interested in her response.

Ms. TIGHE. Well, I second what the Chairman has to say. Remember, however, that what the Endowment is doing with the design program is convincing these agencies that good design should be part of their work.

You may recall that the last three Presidents have endorsed the Endowment's role as a leader in design matters for the entire Federal Government.

One of the ways we induce them to do this—and remember, the results of the panel's work requires a commitment from those agencies. They then have to follow up and change their graphics and change their various presentations. One of the ways we induce them to do it is by saying: We offer you these services. These services are valuable to your agency and they come from our expert panels. In other words, we will pay for these services.

It is a minor investment for a rather major impact.

And I might point out we have done studies, which we would be happy to submit for the record for you, which show that the changes in design matters for various agencies have been savings for those agencies.

Now, I should also point out something else. By our appointing the panels, we are assured that the very finest design experts are on those panels.

Senator MCCLURE. I am still not quite certain if I understand why the departments that use the service shouldn't reimburse you for it unless, as a matter of fact, you are just bribing them to accept your influence.

Ms. TIGHE. I don't think we are bribing them, but we are persuading them.

Senator MCCLURE. With dollars?

Ms. TIGHE. Very limited dollars, which require a much more substantial commitment of dollars on their end.

Senator MCCLURE. I understand, and it may be a difference in semantics, but if you can show them you have saved them money and improved their communications, why wouldn't they be eager to seek your advice? Why do they have to be seduced into it by the payment of money?

Ms. TIGHE. Because the concept of good design is one that requires education. People are not immediately persuaded. We might be able to supply the panels initially, and then if they, in fact, decide to use the services, work out a sort of reimbursement clause in our arrangement.

I think we would be happy to have the committee's blessing on that one.

Senator MCCLURE. We might even be willing to assist some in that.

Ms. TIGHE. Thank you.

Mr. BIDDLE. I might just comment also, Mr. Chairman, that from the very outset of this program a succession of Presidents, I believe beginning with President Nixon, have all signaled the importance of this project and have given the Endowment the primary responsibility for carrying it out. So in essence we are carrying out a mission that has been given us by a variety of chief executives.

Senator McCLURE. Well, I wish you could do something with IRS to make their communications with me more pleasurable. [Laughter.]

They are very informative. [Laughter.]

Senator McCLURE. Again, Mr. Biddle, as I did at the outset, I know how much you have invested of your own time and talents and everything but your life blood in this program, and I want to commend you for that dedication. And I did not pass without noting your offer to be of assistance to this committee in whatever way you can be, and I appreciate that offer and wish you good luck.

Thank you.

Mr. BIDDLE. We always are happy to work with you, Mr. Chairman, and I very, very much appreciate your kind remarks and the opportunity to work with this committee and with you.

Senator McCLURE. With that, I will turn the gavel over to Senator Rudman who will pick up the portion on the National Endowment for the Humanities.

ADDITIONAL COMMITTEE QUESTIONS

I have a number of other questions which I will submit for the record, and I hope that you can respond promptly so that we can use the material with respect to the markup, and I would hope that 10 days or 2 weeks would be sufficient for that purpose.

[The following questions were not asked at the hearing but were submitted to the Department for response subsequent to the hearing:]

ADDITIONAL COMMITTEE QUESTIONS

Program Reductions

Question: Mr. Biddle, last year, as you will recall, the Senate made some minor reductions in your programs which were later restored in conference. It is interesting to note than in your revised budget, you have eliminated precisely the same programs we had proposed for elimination or reduction: International programs and fellowships, research and evaluation and the Institutional Advancement program. Is it fair to say, that those programs selected by the Committee last year for reduction are, indeed, the lowest priority of the Endowment?

Answer: The question implies that analogous financial situations exist between the FY 1981 and FY 1982 budgets. These programs are all significant and we indicated to the Committee that we intend to retain the staff working on these programs, except Advancement, as an advocacy resource of great importance. When faced with the necessity of determining which areas would be funded in a budget reduced by 50%, very hard choices had to be made. The Endowment felt that it should properly focus on funding arts institutions and on support for individual artists. Other efforts had to be deferred for funding. These include the ones indicated by the Committee as well as some 50 separate funding categories throughout the program areas.

Federal Design

Question: The original fiscal 1982 budget had requested only $283,000 for the Excellence in Federal Design category. Why have you decided to increase the original budget request by 150% when other activities are being reduced or eliminated?

Answer: As described in the budget request, the Excellence in Federal Design category seeks to improve the quality of design at all levels of government. The apparent increase in the revised budget represents a consolidation, for administrative purposes, of all activities related to this advocacy effort. Included in the revised request are funds for the improvement of design projects not only at the Federal level but at state and local government levels as well. A number of these activities were previously funded under several grant categories in the Design Arts Program. This consolidation took place within the limited time frame in which the entire FY 1982 budget was being revised and the Design policy panel is now addressing the issues related to the restructuring of the category, including re-naming the category to reflect this consolidation. The requested $700,000, however, would be used for those activities stated on page 41 of the revised FY 1982 budget request.

Folk Arts -- Ethnic Heritage Awards

Question: In the last quarter of fiscal 1981, the Endowment intends to award 25 Ethnic Heritage grants. This program was not justified in the fiscal 1981 request. Has it been your practice to establish new categories of grants without prior notification to the Congress?

Answer: After considerable discussion between the Endowment and its appropriations subcommittees a few years ago, the Endowment evolved a budget submission in which for the first time the Endowment's program areas became the visible measure of spending allocations. We intend to maintain this format of presentation and where allocations are altered between say the Music and Theater Programs in a given fiscal year, the Endowment, of course, could approach the Committees for reprogramming approval, where appropriate. Within its program areas, however, the Endowment believes it is important that there be discretion from time to time to adjust or modify categories as necessitated by changes in the field as judged by our policy and grant panels and as reviewed by the National Council on the Arts. Basic concepts of the program are not altered. We believe this procedure is in accordance with the views of our appropriations subcommittees with whom we worked out the presentation of our budget in a program-by-program display a few years ago.

The Heritage Awards category, for instance, was reviewed for two years by the Folk Arts panel before being presented to the National Council. The Council, in turn, referred the proposal to its Policy and Planning Committee for analysis. It was then reviewed a second time by the National Council and finally approved by the Council in May of 1980 for implementation in FY 1981. By that time, the Endowment's FY 1981 budget request had been sent to the Congress. Given the lengthy and thorough review which the proposal had received for three years and the relatively small amount of money ($25,000) involved, the Endowment decided to follow the Council's recommendation to implement it in the current fiscal year. The Folk Arts Program has always been concerned with the individual artist. Heritage Awards emphasize such concerns.

Question: It is proposed to continue this program at the same level into next year. In a period of retrenchment, how do you explain the addition of a new category of funding?

Answer: The category stems from the Folk Arts Program's desire to support and honor those traditional artists who most clearly demonstrate the very highest qualities of authenticity and excellence and who have shown themselves to be nationally significant influences on their particular art form, whether it be lace-making or ballad singing. There are a finite number of such individuals, just as there are a finite number of pre-eminent painters or cellists; thus, we do not expect this category to grow. It represents barely one percent of our adjusted budget.

For such a small investment of Federal funds, however, the impact could be substantial. The nominees for these awards will be men and women of substance whose work is of great aesthetic significance. They are the senior practitioners who are all too often unknown beyond their own particular art forms. The government of Japan has long recognized the national importance of their traditional artists and artisans through their "living cultural treasures" program which honors and supports some seventy of their highest quality potters, weavers, musicians, etc. The Heritage Award category is a version of this same idea that has been especially tailored to American needs.

Question: In the fiscal 1981 justification, we were notified that the Endowment had set aside $1.5 million of the fiscal 1980 Challenge Grant program to establish a program of Institutional Advancement Awards. Now we see that '81 funds have been set aside for Ethnic Heritage Awards. Have you initiated or do you plan to initiate any other new funding categories in the current fiscal year which were not presented in your fiscal 1981 justification?

Answer: The Folk Arts Program does not intend to create any new categories in the current fiscal year. Other programs, such as Literature and Visual Arts, are in the process of restructuring their categories to meet the proposed 1982 budget cuts, but it is not anticipated that new categories will be implemented in FY 1981.

Inter-Arts

Question: Special Programs have been renamed "Inter-Arts." Other than the name change, what is the significance of this reorganization?

Answer: During the life of the agency, the Special Projects Program evolved as a "home" for important activities which dealt with the arts in an interdisciplinary way. The restructuring (and renaming) in Fiscal Year 1981 of the Inter-Arts Program was in recognition that the funding of Special Projects is only one of its functions. The Inter-Arts Program also provides continuing institutional support to presenting organizations, artists colonies and service organizations. Given the nature of our support to these fields, the overall title "Special Projects" was inaccurate and misleading. Our efforts are aimed at increasing specificity.

Question: It is proposed that the Regional Representative program will be terminated next February. Why should it be funded for half of a fiscal year rather than terminated at the end of the current year?

Answer: The Endowment's contractual agreements with the Regional Representatives expire on November 15, 1981. We anticipate that it will take approximately three months to close down their operations in an orderly process that would not adversely affect the fields they serve. This would include transferring information, files and mailing lists to the Endowment, establishing new lines of communication between the field and the Endowment, and an orderly closedown of their office operations, such as equipment, telephones, etc.

Question: The justification states that in fiscal '81, 80 grants were awarded at a cost of $1.1 million under the Interdisciplinary category. In last year's justification for Interdisciplinary projects under Special Projects, it was stated that only 30 grants would be awarded at a cost of $750,000. Why have you increased this activity so greatly over the 1981 estimate?

Answer: The Inter-Arts Program was re-organized in Fiscal Year 1981. At the time of last year's submission, this re-organization had not yet been completed. The changes resulting from the re-organization are as follows:

FY 1981 Congressional Request

Interdisciplinary	$ 750,000
Special Projects (including Challenge Grant contracts)	1,620,000
TOTAL	$ 2,370,000

FY 1982 Congressional Request

Multi-Program (described in February 1982 request)	$ 550,000
Interdisciplinary Arts Projects (formerly Special Projects)	1,136,000
Challenge Grant Contracts (transferred to Research Program)	530,000
TOTAL	$ 2,216,000

The discrepancy from our anticipated to our actual budget for FY 1981 is therefore $154,000.

Question: Under interdisciplinary projects, "innovative arts projects which explore a variety of approaches to assist emerging artists bridge the gap between training and professional careers" are to be supported. Just what types of projects do you have in mind?

Answer: Career entry is one of a number of areas addressed under the Interdisciplinary Arts Projects category. It is designed to help emerging artists bridge the gap between training and professional careers and expand their career opportunities by encouraging collaboration on a variety of projects under the guidance of established artists. An example of such a project is the Studio Re.Cher.Chez. in New York, which focuses on new work in the theater. It functions as a laboratory where young artists can develop new concepts and realize new works under the guidance of leaders in the experimental field. Twenty projects were developed this past year, which were performed before audiences through the Studio's "Monday Night Series." Several pieces have gone on to subsequent runs receiving reviews by the major New York newspapers. One artist, Beverly Brown, has garnered an Obie award in design for her work on one of these productions. Our support provides the participants with stipends. A network of individuals located in institutions that present avant-garde work throughout the country helps to publicize the program and bring prospective young artists in contact with the Studio.

Another example is the Musicians and Dancers workshop run by the American Dance Festival every summer in Durham, North Carolina. This program pairs young composers with young choreographers to allow them to explore the relationships between those two art forms and to develop new work. Throughout the workshop, composers and choreographers look at, listen to, and discuss one another's work as well as terminology in music and dance. In addition, there are regular dance classes for the composers, as well as music classes for the choreographers. During this process these young artists develop new collaborative works and can draw on the experience of the established composers and choreographers at the Festival.

A number of past workshop participants are now choreographing and presenting works around the country. In some cases, work begun during the summer has been expanded and presented as a finished piece at a later date. Choreographer Gael Stepanek recently gave a concert in New York City based on work done during the 1980 Choreographer and Composers Workshop for Young Professionals. The piece is set to a score by 1980 participating composer David Stock. One of the 1978 participants, Jan Radzynski, was commissioned the following year to create new scores for three choreographers -- Pearl Lang, Martha Clarke and Paul Taylor. The premiere of the score for Paul Taylor was broadcast as part of the Taylor Company's performance on "Live from the American Dance Festival" shown nationally on PBS. Many of the workshop participants feel immediate impact on their work. Of course, the far reaching effects of the project will continue to be seen in years to come.

Literature

Question: All of the programs under the Literature Program have been restructured. Can you briefly explain the reason behind this restructuring and the additional changes in the categories that occurred between the February and April budget submissions.

Answer: There are several interconnected reasons for the restructuring of Literature Program funding categories, all based on the reduced program budget from FY 1981 levels. The magnitude of the reduction necessitates a narrowing in the scope of activities supported by the Program, which is reflected in the restructuring of funding categories. Seven categories in FY 1981 have been consolidated into four categories in FY 1982. Some activities will not be supported at all, while others will be de-emphasized. Consolidating categories allows for a better view of the broad picture of activities in the field, which will enable the Program to focus its support on the best and most important projects in a more rational fashion.

Additional benefits of consolidation through reorganization include a simpler and more efficient application review process and simpler application procedures for applicants. The Program will receive a slightly reduced number of applications from organizations and will be able to reduce the number of its panel meetings by one.

In short, the Program's restructuring of funding categories is based on the availability of significantly reduced funds for granting purposes. It reflects changes in emphasis and a narrowing of activities that will be supported as a means of making the best possible use of the Program's funds in pursuit of its objectives.

Question: For the record, please provide a cross-walk so that we can better track funding between the different categories for fiscal 1981 and 1982.

Answer: In FY 1981, there were seven Literature Program categories: (1) Fellowships for Creative Writers; (2) Assistance to Literary Magazines; (3) Assistance to Small Presses; (4) Residencies for Writers; (5) Distribution and Promotion; (6) General Services to the Field; and (7) Interdisciplinary.

In FY 1982, the Literature Program is reduced to four funding categories: (1) Fellowships for Creative Writers; (2) Literary Publishing; (3) Audience Development; and (4) Professional Development.

Each new category is listed below, with a brief description of how it relates to FY 1981 categories:

Fellowships for Creative Writers

Unchanged.

Literary Publishing

Includes activities formerly supported under FY 1981 categories of Assistance to Literary Magazines, Assistance to Small Presses and some activities formerly supported under Distribution and Promotion.

Audience Development

Includes activities formerly supported under the FY 1981 category of Residencies for Writers, and some activities formerly supported under Distribution and Promotion.

Professional Development

Includes only those activities formerly supported under General Services to the Field that are of substantial benefit to the literary profession.

Question: There appears to be a continual shuffling of categories within almost all of the Endowment programs. Why do you find it necessary to reorganize so frequently?

Answer: In fact, the FY 1982 reorganization of Literature Program funding categories is its first in many years. Previously, categories have been added in response to changes in the scope of activities taking place in the field. The FY 1982 reorganization is in response to reduced budget levels and is intended to narrow the range of activities to be supported by the Program.

Within other Programs, a continuous review/evaluation process takes place. Policy panels review the needs of the field and recommend readjustments of categories to meet those needs. These recommendations are reviewed by the National Council on the Arts and, if approved, new guidelines are drawn up and issued. This process continuously overlaps fiscal year appropriations requests. The Endowment does not view this process so much as a reorganization effort, but as an effort to respond more effectively to the needs of the arts field.

Media Arts

Question: A reduction of approximately 50% is proposed for the Media Arts. Of the total remaining funds, the American Film Institute would receive almost 30% while there would be no funds for Services to the Field, the Residence/Workshop Program or the Joint Fund with the Corporation for Public Broadcasting. Why does AFI continue to receive what appears to be such a disproportionate share of the Media budget?

Answer: The American Film Institute was founded by the National Endowment for the Arts in 1965. Since that time, the Film Institute has evolved into a robust and dynamic national institution, serving the media arts field in ways entirely consonant with the policy guidelines of the Media Arts Program.

From the outset, the Endowment has realized the complementary partnership between the Media Arts Program and the Institute. Both institutions' goals and programs are in complete accord. For this reason, we view the Institute as essential to the Endowment's contributions to the media arts field; its presence magnifies the impact of the Endowment's programs. And the Endowment fully recognizes that the presence of a national film institute is essential to the recognition of the arts of media.

In Fiscal Year 1981, AFI will receive a General Grant of $1,850,000, which will be used to support the core functions of the Institute -- the Center for Advanced Film Studies, the Directing Workshop for Women, the Exhibition Services Program, the Public Services Program, the Education Services Program, the Feldman Library, an Interns Program, Student Film

Distribution, the Catalogue Project, and a program in Television and Video Services.

It was anticipated that AFI would receive an increased grant of up to $2,000,000 in FY 1982. In line with the overall projected cut of 50% in the Media Arts Program budget, the General Grant is scheduled to be reduced to $1,000,000 in FY 1982.

The American Film Institute also carries out two important contracts for the Media Program: film preservation and film fellowships. These programs are administered in conformance with guidelines and standards established by the Media Arts Program. Because the bulk of the funds are passed through to subgrantees as an extension of the Media Program, this activity is not viewed as further funding of the Film Institute.

The two contracts have not been decreased as drastically as some other program areas because they continue to be pressing priorities, particularly film preservation.

Question: AFI administers a grant program funded by NEA for a film preservation program. What portion of the grants funds are retained by AFI for administrative purposes?

Answer: In FY 1980, the Film Preservation Program contract budget was $650,000. Of that, $76,560 or 12% was retained by the AFI for administration. An additional $85,940 was given to them for the AFI Preservation Project, which enables AFI to coordinate the systematic acquisition and preservation of the holdings of the grantees and to respond quickly, if modestly, to preservation needs when they arise.

Question: How much would it cost the Endowment to administer these grants directly?

Answer: To conduct this highly specialized area for which the AFI has a staff of five, the Endowment would most likely have to add at least three positions -- a program administrator, a program specialist and a secretary, at an approximate cost of $65,000. Modest part-time resources would also be desirable if the level of service which now exists were maintained. Thus, the cost differential is estimated as negligible.

Fellowships

Question: Funds earmarked for Museum Fellowships as well as Choreography Fellowships have been increased in the revised budget above the amount included in the January budget. Rather than zeroing out the Fellows Program, it appears that the Endowment is merely shifting funds from the category named "Fellows Program" to the various fellowship programs in the other activities. Is this correct?

Answer: Fellowships awarded in the various discipline categories such as Dance, Literature, Visual Arts, etc. are designed to support the creative development of individual artists. The fellowships allow these individuals to set aside time for the development of their talent. Fellowships have always been a vital part of the Endowment's commitment to encouraging individual creativity.

The Fellows Program has no relationship to individual artists fellowships. The Fellows Program is an internship program for arts administrators conducted at the Arts Endowment. The Fellows Program is designed to enhance the managerial skills of professional administrators of arts institutions, such as opera and theater companies, community arts agencies, etc. The "Fellows" spend 13 weeks at the Endowment, each Fellow assigned to a particular Endowment office.

Under the Fiscal Year 1982 budget, no funds would be made available to support internships for arts administrators through the Fellows Program. Fellowships for individual artists would still be made available under the various discipline programs.

Question: What is the total amount available for fellowships in all of the Endowment's programs?

Answer: The following chart provides a breakdown by program of FY 1981 funding for fellowships to creative artists:

Dance	$ 320,000	
Design Arts	534,800	
Folk Arts	25,000	(Heritage Awards)
International	185,800	
Literature	1,400,000	
Museums	108,000	
Music	1,091,000	(Includes Composers and Jazz Composers and Performers)
Theater	280,000	
Visual Arts	3,046,000	
TOTAL	$ 6,990,600	

Music

Question: In the music category, in fiscal 1980 Individual Creativity and Excellence was fostered "through fellowship awards to composers of exceptional talent;" in fiscal 1981 this category was broadened to include "training and performance exposure to promising musical artists;" in fiscal 1982 we find the Endowment is also providing scholarship support for students to obtain musical training. How is it that you have expanded from supporting those composers with proven ability to students just beginning to receive their formal training?

Answer: From Fiscal Year 1972 through Fiscal Year 1980, the Career Development category of the Music Program funded eleven independent schools of music for a limited amount of scholarship activities. This category was not open to new applicants. The question of the possible expansion of Endowment support for education was examined by the National Council on the Arts' Task Force on the Education, Training, and Development of Professional Artists and Arts Educators. The report of the Task Force was presented in December 1978 to the National Council on the Arts. After much discussion, the Council adopted two resolutions which endorsed the principles and concepts of the Task Force Report concerning the training of professional artists and support of arts components of general education.

To implement those sections of the resolutions appropriate to the Music Program, the Planning Section of the Music Advisory Panel directed the Music Program to create a subcommittee to examine the issues. The Music Program Subcommittee on Education (Training and Career Development) met in March 1979 and reached the conclusion that a guideline category, Music Professional Training, should be established in response to the recommendations as set forth in the above Resolutions. It was felt that such a category would answer a crucial need and help the financial plight of the private conservatories throughout the United States, as ample funds were not available from the private sector. The Policy Section of the Music Advisory Panel approved the recommendations of the Music Program Subcommittee in October 1979, as did the National Council on the Arts in February 1980. It is the aim of the Music Professional Training category to make it possible for outstanding young American artists, who cannot afford the escalating costs of tuition, to be trained for careers in music.

Question: The justification states that the New England Conservatory received a $90,000 Treasury Grant to establish a program of scholarship aid. Short-term fellowships or a few weeks of specialized training are one thing, but scholarship support to full-time students is quite another. Do you really believe the Endowment should be supporting a project of grants-in-aid for higher education?

Answer: The Music Program of the National Endowment for the Arts aims to enhance the career development of musicians. It is hoped that those outstanding students who benefit from the scholarship program will join the ranks of other outstanding American-trained musicians. It should be noted that funds for music scholarship activities are not available from any other Federal agency.

The New England Conservatory is the oldest independent school of its kind in the United States. The Conservatory, which was founded in 1867, provides a training environment for talented young people, producing musicians of distinction for careers in a variety of professional fields. Graduates of the Conservatory are members of the principal symphony orchestras of the United States, theater and ballet orchestras, jazz and chamber ensembles, opera companies and choral groups.

Students at the New England Conservatory of Music receive studio instruction from a distinguished faculty consisting of Boston Symphony Orchestra musicians and eminent artists from Boston and other cities throughout the United States. Students receive regular ensemble instruction and have many performance opportunities with the school's numerous performing ensembles.

The Conservatory's faculty and student ensembles and soloists present over 300 concerts annually at the Conservatory and a large number of programs throughout the Boston area. The Conservatory regularly joins with such institutions as the Boston Symphony Orchestra, Museum of Fine Arts, and the Isabella Stewart Gardner Museum in presenting programs of special interest to the community.

Before being admitted to the New England Conservatory each applicant is examined in his or her major performance area. Auditions are heard after all documents have been received. All applicants are expected to have reached an advanced level of performance accomplishment. Candidates for advanced standing must present evidence of greater repertory and proficiency. Scales, arpeggios, and sight reading requirements are demanded of all instrumental applicants in their auditions.

Question: Have you provided funds to establish scholarship programs in any of the other program categories?

Answer: The Music Professional Training category is the only category in the Music Program which provides scholarship assistance. There is no intention of expanding any Music Program categories to include scholarship aid.

Research and Evaluation

Question: Research and Evaluation were justified and funded as two distinct categories in fiscal 1981, yet it appears that they have been combined under the Research heading. Is that correct?

Answer: The functions of the Evaluation Division were merged into Research in order to permit more efficient use of available staff. None of the functions of the Evaluation Division were dropped, however.

Question: Mr. Biddle, forgive me, but I find it difficult to understand why we should even review this budget by categories since the Endowment seems to feel that they are in no way bound to follow the spending plan as outlined to the Congress. Did you provide notification to the Committee that you were doing away with the evaluation program as a separate category and used the $300,000 elsewhere?

Answer: The $300,000 appropriated for the Evaluation Division in FY 1981 was used for evaluation projects, although the functions of the Division were merged into Research to economize on staff costs. Because the funds were expended for the evaluation purposes stated in the FY 1981 budget request, we did not feel it was necessary to notify the Committee of an administrative reorganization. We are making every effort to be as frugal as possible with regard to staff, utilizing talents and combinations of talents and still seeking to continue basic priority service.

Question: $535,000 requested by the Endowment to analyze census data was denied by Congress in fiscal 1981. This would leave an appropriation of $665,000 for Research in the current year. The fiscal 1982 justification shows an '81 level of $1,495,000. Even with the transfer of the $300,000 appropriated for evaluation, this activity has a $530,000 increase over the amount appropriated. Where did these funds come from?

Answer: Under the Special Projects category described on page 151 of the FY 1981 budget submission, a total of $1,620,000 was requested. Of that amount, $530,000 was to be used for institutional advancement and challenge grant application review contracts. When the Special Projects Program was reorganized into Inter-Arts, it was felt that the review contract funds, which are essentially evaluation efforts, should be moved into Research with other evaluation projects. The Challenge program conducts an extensive review of all applicants to review their fundraising potential and management strength to determine the impact on the overall institutional structure should the applicant be awarded a Challenge Grant. In other words, we try to determine beforehand how well the Endowment's grant will be used and if it will be effective in strenghtening the institutional base of the grantee. It was felt that the same rigorous review should be applied to the 300 Institutional Advancement applicants, as well as Challenge Grant applicants.

Question: Have you gone ahead with the census project the Congress denied?

Answer: The census project that Congress denied was a post-Census follow-up survey of the labor force in nine artists' occupations using samples formed from the million or so artists enumerated during the 1980 Census. This project has not gone ahead.

Question: What are these additional funds being used for?

Answer: $665,000 for research projects, $300,000 for evaluation projects and $530,000 for Challenge and Advancement evaluations.

State Programs

Question: $11.6 million is requested for state programs, a decrease of $11.9 million below the current level. Public witnesses have indicated that in many cases the ultimate match for each federal dollar which goes to the states is 7 to 1. If that is a correct representation, wouldn't the total amount of support for the arts be increased if the State programs were increased and the regular programs decreased?

Answer: Although State Programs budget for FY 1982 is $11.6 million, a decrease of $11.9 million from FY 1981, this proposed reduction will probably not have such a substantial effect on the total level of funding provided by the states.

These matching funds are primarily in the form of state appropriations for the arts and for FY 1981 they total some $110 million. These state appropriations when consolidated with the $23.5 million granted to the states in FY 1981 are generally matched by sub-grantees, often in a larger ratio than 1:1, hence the basis for the public witnesses' indication that State Programs dollars are matched at around the 1:7 level.

Although it is not yet known what the level of state appropriations will be in FY 1982, present indications are that there will not be any substantial overal reduction, although the annual rate of approximately 20 percent we have seen in recent years will not be possible. We should bear in mind that the states are "forward-funded" for 1982. Changes will affect FY 1983 much more than the next fiscal year.

Matching, of course, is not the only factor to consider in regard to the notion of increasing state grants and reducing regular programs of the Endowment. Although in general the states and the Endowment serve a mutual constituency, it is clear that in many areas the states do not provide the kind or amount of funding which the Endowment does. Therefore, increased funding would by no means guarantee that the same broad spectrum of support for the arts as presently provided by the Endowment would result from increased funding to the states.

Question: The funds for the eight regional programming grants will be reduced from $2.8 million to $400,000. The average grant would decrease from more than $350,000 to $50,000. What do you expect to get from these regional grants for $50,000?

Answer: State Programs budget for regional programming grants for FY 1982 presently is $400,000, a reduction of approximately 85 percent over FY 1981. However, the eight regional organizations receiving these grants are also "forward funded," i.e. FY 1981 NEA funds are used to fund these organizations' FY 1982 activities; accordingly for FY 1982, these eight organizations will receive the same level of funding as in FY 1981.

The proposed reductions in regional arts programming grants will not impact the regional organizations until the beginning of their FY 1982-83 year. By that time, State Programs should be able to make arrangements to utilize both NEA FY 1982 and 1983 funds to reduce the potential impact of the proposed reductions, i.e. the organizations will receive grants comprised of both NEA FY 1982 and 1983 funds.

Question: Do you anticipate that one or more of these regional organizations will cease to exist?

Answer: Regarding the future viability of regional organizations, it is as yet uncertain what the long-term effects of the proposed reductions will be. However, present indications are that most of the eight organizations can survive, as to an increasing degree over the past few years the states have gradually increased their financial support of these organizations. The newer regional organizations are the ones that may be in a precarious position as they are obviously not as integral to the activities of their member-states as is the case with the older, more established organizations.

Question: In Fiscal Year 1980, the National Assembly of State Arts Agencies received approximately $565,000 from the Endowment. What will this organization receive in the current year and what funds do you estimate will be available for it in Fiscal 1982?

Answer: For FY 1980, NASAA received a grant of $281,245. This amount will support NASAA's activities for FY 1980-81. For FY 1981, NASAA will receive a grant of $225,755 which will support their activities for FY 1981-82.

For the NEA FY 1982 budget for State Programs, no funds are available for future NASAA support.

It should be noted that the $565,000 mentioned in the question included project grants to NASAA as well as the operating support grant referred to above.

Visual Artist Fellowships

Question: $1,250,000 is requested for visual artists fellowships. The justification states that the average fellowship grant would increase from $12,500 to $25,000. If the average is $25,000, what is the maximum amount you provide for a fellowship?

Answer: The maximum fellowship to be awarded in Fiscal Year 1982 would be $25,000 for artists of recognized talent. $5,000 grants would be awarded to younger, emerging artists.

Question: Please provide for the record a listing of the range of all of the fellowship awards by program category for fiscal 1980 and 1981.

Answer: The range of Fellowship Awards by program is as follows:

Program	FY 80	FY 81
Dance	$ 2,500 to $ 9,000	$ 3,000 to $10,000
Design Arts	$ 3,000 to $10,000	$ 3,000 to $15,000
Folk Arts	- 0 -	$1,000
International	$20,000 to $25,000	$20,000 to $25,000
Literature	$10,000	$12,000
Museums	$ 1,900 to $11,700	$ 2,700 to $18,000
Music	$ 1,875 to $15,000	$ 640 to $15,000
Visual Arts	$ 1,000 to $10,000	$ 3,000 to $12,500

Challenge Grant Program

Question: $2.5 million is requested for the Challenge Grant program, a reduction of $10.9 million below the fiscal 1981 level. The original fiscal 1982 budget request envisioned offering a second challenge grant to organizations which had previously been funded through this means stating that these organizations had not exhausted their fund raising ability. While the budget revisions have deleted the funds for the Second Challenge Grant, the question still remains: Why, if you know that these "core organizations" have not exhausted their fund raising ability, should additional federal funds be provided when apparently private dollars have already been located?

Answer: Our budget submission to Congress has stated:

> ". . .that the 425 (Challenge Grantees) already funded have by no means exhausted their ability to use Challenge Grant funds as means of leveraging substantially increased non-federal revenue."

The question put to us implies that there may now exist ample, non-Federal dollars, "located" and perhaps even secured for use, for the 425 first-time Challenge grantees. Unfortunately, this is not the case. What is true is that the potential for increased contributions, especially from the private sector, is there. Arts institutions are doing all that they can to actually realize that potential. However, our grantees told us, in a survey which we conducted last Spring, that another Federal incentive like the first Challenge Grant would be a critical factor in helping them "pry loose" those additional funds.

It is important to keep in mind two facts: 1) that it has been nearly four years since the first 60 institutions were awarded their Challenge Grants; and 2) that during that period, the expenses of these institutions have risen by at least 35%, on the average, due not only to the general upward trend in costs, but also due to increased demand from the public for the services provided by those institutions.

Our grantees believe that an additional catalyst to private giving is needed to continue the progress made with the first Challenge Grant.

Challenge grantees made great strides and have had remarkable success in achieving more financial stability while maintaining a level of high quality services and programs to the public. But in the years to come, this progress will quickly erode unless incentives, like Challenge — which are proven to be attractive to the private donor and local governments — can be made available to those institutions which can put them to good use.

We still believe a program of Second Challenge Grants would be a wise and efficient Federal investment in the continued health of our Nation's arts institutions. It cannot be emphasized enough that it is the Federal catalyst which is making the other sources of support increasingly possible.

Question: Was a second Challenge Grant specifically provided for in the 1980 reauthorization?

Answer: The legislation does not specify how often Challenge Grants may be given, it only specifies for what purposes they should be given and what the minimum matching requirements for the grants should be.

In the original FY 1982 appropriations request, we were seeking sufficient funds to enable us to modify our own policy of awarding Challenge Grants only once. This policy has been in effect since the inception of the program because it was felt that a total of at least $100,000,000 for such grants would be needed in order to fund the majority of institutions who could best benefit from this kind of funding. What we have learned over the past four years of Challenge, however, is that not only were many more organizations deserving of and capable of using Challenge Grants than we had originally supposed, but that those who had received Challenge Grants could continue to derive benefit from a second grant.

Administration

Question: The budget request for administration of $12.6 million, is an increase of $700,000 over fiscal 1981 appropriations to date. With such a substantial reduction in program funds and Challenge Grants, how can you justify an increase in the administrative account?

Answer: The increase that we are seeking in the administrative account, despite the reductions in other areas, results from some basic decisions made by the National Council on the Arts and from the fact that certain percentages of our budget are fixed expenses.

Most importantly, the National Council on the Arts, in considering the reduction in funds from the current year level, decided to keep in place most of the Endowment's programs and program categories. The Council reasoned that it would be more appropriate to continue the range of the Endowment's support across a wide range of disciplines than to arbitrarily lop off whole programs. If one were to look at the FY 1981 programs and categories as a circle, one would view the FY 1982 programs and categories as a circle, but of smaller dimension. We expect to give smaller grants, and by necessity, fewer of them. However, the Endowment expects that the level of applications will remain very high in FY 1982; approximately 25,000 applications are anticipated. The number of staff projected for FY 1982, is less than the Endowment had in FY 1978 when the application load was less than the expected application level for next year. We expect to process more grants with fewer people. The Endowment is under obligation, both legal and moral, to review applications in as fair a fashion as possible. A staff of appropriate size is therefore essential. We view these personnel costs, which constitute 66% of our request, as fixed costs.

We would also include in our fixed costs items that relate to rent and communications, other rent and leases, and supplies. In the case of the former two, contracts are negotiated for the Endowment by the GSA. Economies in supplies are difficult to make because administrative funds become available for obligation on a quarterly basis and therefore restrain the Endowment from taking advantage of quantity discounts through bulk purchases. The agency is subject, therefore, to all price increases imposed by the vendors throughout the year.

The remaining 20% — or non-fixed costs — of the total amount requested is important in maintaining the quality of administrative competence. Nonetheless, some of these items, such as the procurement of the computer, could be deferred and we would like to work closely with the Committee in examining again every aspect of the administrative budget to see if possible savings could be secured.

a. Application/Grant Review System

The Endowment believes in its system of peer review of applications as being germane to the role of the Federal government in support of the arts. Its confidence also rests in the grant review provided by the prestigious National Council on the Arts. Therefore, travel, printing and meeting room rental costs for the panel system and for National Council grant review meetings are included in this list of costs which the Endowment considers highly desirable to maintain at the requested level.

b. Staff Travel

Although the Endowment, in doing its part to meet the present economic needs of the country, faces a reduced amount of grant-making funds, the request for staff travel funds represents a return to 88% of the FY 1980 level. The request reflects management's desire to maintain the capability for this staff to assist, advise, and encourage the artists and arts organizations that have developed during and before the last 15 years. We also think it is important to realize that reading a report about a dance company or symphony is not the same as an actual visit.

c. Printing

Printing for administration of the application and grants review system is essential. Further, the Endowment has the responsibility to inform the public regarding application deadlines, eligibility requirements, equal opportunity access and many other advocacy and special interest subjects. Such publications are already being held to a minimum. Reviews and controls are in the process of being established in accordance with the Administration's guidance to avoid waste through unnecessary pamphlet and information publications. Only funding for essential printing to fulfill these various responsibilities is being requested.

d. The amount requested for on-site evaluations would enable the Endowment to further utilize the talent and expertise represented in its peer panelists in direct relationship to the field.

e. The amount of $325,000 has been requested for the purchase, rather than lease, of computer capability. The Endowment understands that this thrust to improve management information systems and grant processing capability may have to be deferred. The Endowment is exploring every possible means to continue its program of financial management improvements and effective productivity in FY 1982 with its current capability should our request be denied.

Question: Between the submission of the first fiscal 1982 budget and the March revisions, the Endowment decided it needed to purchase ADP equipment at a cost of approximately $325,000. We understand that this purchase had not been cleared by the Office of Management and Budget, is that correct?

Answer: On January 30, 1981, the Office of Management and Budget issued Bulletin 81-9 entitled "Moratorium on Procurement of Certain Equipment." This Bulletin "provides for a moratorium on the procurement of certain types of equipment by Executive Branch departments and agencies and for a limited number of exemptions from the moratorium." After receiving that Bulletin, the Endowment informally and on March 18, 1981, formally informed OMB that it intended to request an exemption of the OMB in order to purchase a new ADP system. This decision resulted from a lengthy study undertaken by the Endowment in which it was determined that the purchase of new ADP equipment would be necessary to improve the managerial and administrative capabilities of the Endowment. On April 9, 1981, the Endowment requested an exemption of OMB from Bulletin 81-9 in order to procure computer equipment. Included with this request was a report prepared by our Grants Management and Information Office. To date (May 29, 1981), OMB has not responded to our request.

Question: $60,000 was provided for equipment purchase in fiscal 1981. Only $4,000 is being spent for that purpose. What is the other $56,000 being used for?

Answer: The chart below outlines the timing and history behind the funding allocated for the purchase of equipment under Object Class 31.0.

Object Class 31.0 - Equipment
($ in thousands)

Date and Reason	Level
1. Feb 1980 - Congressional Budget Request	60
2. Oct 1980 - Reduced need due to FY 1980 Procurement	54
3. Nov 1980 - Reprogramming by Agency	24
4. Feb 1981 - Reduction in response to OMB Bulletin 81-9	15

Although $60,000 was requested for FY 1981, only $54,000 was initially allocated due to two occurences: 1) our entire administrative appropriation was less than our entire request, and 2) by the end of FY 1980, we were able to procure some updated equipment, thereby adding to our inventory.

It soon became apparent that further reduction would have to be made for two reasons:

1. To apply to personnel compensation shortfall, necessitated by the cost of living increase authorized by the Congress and the OMB requirement to absorb 30% of our need within other object classes; these actions resulted in a further reduction of the funds allocated for the purchase of equipment; from $54,000 to $24,000.
2. To bring up the level allocated for supplies and material to a figure more in line with actual FY 1980 expenditures since these costs are driven by private sector inflation.

Finally, the OMB Bulletin 81-9 directed a moratorium on procurement of certain equipment. In response to this moratorium, the Agency further reduced Object Class 31.0 and applied the savings to Personnel Compensation. Further, OMB had allowed the Agency to use $10,536 in 130 Unrestricted Funds for Supplies and Equipment procurement (Apportionment Schedule Jan. 21, 1981). The availability of the 130 funds allows for a transfer of a total of $20,000 to Object Class 11.0 as follows:

31.0 Feb. Level	24	
Reduction IAW OMB 81-9	-9	9
Subtotal	15	
Application of 130 funds to Total	-11	11
	4	
Amount Transferred to 11.0 Personnel Compensation		20

Question: The revised budget shows an increase in the fiscal 1981 personnel compensation for permanent positions of $500,000. This is $900,000 above the amount originally justified for fiscal 1981. Can you explain this discrepancy?

Answer: In FY 1980, the Endowment, at year-end, had expended $5,843,000 in support of personnel compensation for permanent positions, a figure in excess of anticipated personnel costs based on average employment levels of 325, our personnel ceiling. At some points in the year, staff employment exceeded the ceiling. The amount requested for the support of personnel compensation for permanent positions was, therefore, understated by almost $500,000 because the submission was submitted nine months prior to the end of the fiscal year. This accounts for approximately 50% of the $900,000 referred to above.

The remaining $400,000 was necessary in order to cover the 9.1% cost of living increase which was approved by the Congress after the Endowment's FY 1981 Congressional Budget request was submitted.

Question: Is all staff travel funded from the administrative account?

Answer: Staff travel is funded from three acounts: Administrative funds; Program funds (only for purposes of carrying out inter-agency activity); and transfer funds.

1. Administrative funds are appropriated to the Endowment in order to enable (among other things) Endowment staff to travel.

2. With the Endowment's reauthorization, (FY 1981) the following words were included within the bill: "The Chairman may enter into interagency agreements to promote or assist with the arts-related activities of other Federal agencies, on a reimbursable or non-reimbursable basis, and may use funds authorized to be appropriated for the purposes of subsection (c) for the costs of such activities."

The implementation of inter-agency activity between the Endowment and other Federal agencies often requires that Endowment staff travel outside of the D. C. metropolitan area. In those situations, the General Counsel has determined that program funds might properly be used for travel consistent with the intent of the reauthorizing language.

3. On occasion, the Endowment, when entering into inter-agency agreements, receives within the funding made available by the agreement, funds which can be used for administrative purposes necessary to carry out the inter-agency agreement. In those situations, Endowment staff travel using the other agency's funds. This is a most rare occurrence, but it is possible and germane to a full answer.

Question: It has also come to our attention that staff members of the Endowment make frequent trips to New York to attend openings or go to the theater. This is justified as keeping the staff abreast of development in the art world. How much was spent on staff travel to New York last year?

Answer: In Fiscal Year 1980, $56,173.67 was spend on staff travel to New York City.

Question: Ms. Tighe, if I may direct a question to you. I understand that your husband lives in New York City and that you travel to New York almost every weekend at government expense. Is that correct?

Answer: While my husband does work in New York (his legal residence is Washington, D. C.), I have never traveled at government expense to New York for other than the reasons of Endowment business.

Question: Do you receive per diem payments while in New York?

Answer: On those weekdays when I have worked a full day, I have accepted reimbursement for some meals and taxis, always within the limits and for the purposes permitted by Endowment travel regulations. My husband maintains an apartment in New York, and, since my marriage, in October 1979, the Endowment has not paid any per diem related to hotel expenses. Prior to that time, in FY 1978, I was reimbursed for both food and hotel expenses.

Question: Do you and your husband have a home or apartment in the City?

Answer: My husband and I have a townhouse in Washington, D. C. and a small apartment in New York.

Question: Please provide for the record a complete listing of travel to New York City by all Endowment employees for fiscal 1980 and fiscal 1981 to date, the cost of the travel, the justification for the travel, and the dates of the travel.

Answer: With regard to travel figures requested and provided, hereafter, the following factors should be considered:

New York continues to represent for many a major cultural center nationally and internationally. From New York and New York State come well over 20 percent of the Endowment's applications annually. To many, New York is the arts center of the world, and this designation is applied more than in the past as the prestige of the arts in our Nation has grown, and as the arts have developed all across our country. The results are a particular national arts focus on New York as the headquarters many artists seek. But New York is also a center from which the arts are provided for the Nation as a whole in many ways -- through touring of performing groups based in New York, through a sharing of museum resources emanating from New York, through the location of groups which serve and service the arts not on a limited local basis, but nationally.

For example, a recent trip to New York by the Chairman involved: an address to the annual banquet of the Skowhegan School of the Arts based in Maine; a meeting with the Ford Foundation on how the arts and representatives of labor groups can combine efforts for cultural enrichment nationally; and a meeting with the Business Committee on the Arts on how corporate philanthropy and the Endowment's work can be increasingly coordinated, not for the arts in New York City, but for the country as a whole. The Committee is based in New York.

Finally, it is often more economical for a single Endowment representative to arrange to hold a meeting with cultural leaders in New York than to arrange for the same leadership to journey to Washington.

Please note also that NEA staff "attendance" at arts activities means an active participation, discussions with grantees involved, an opportunity for first-hand personal knowledge, and for reviewing problems, as well as achievements. It is also an opportunity for staff to meet with other funders of a given project and help enlist further support.

FY-80

National Endowment for the Arts

Artists-in-Education

TA#	Purpose	Date	Cost	Position	Office/Name
T-005405	Attend NCA/NASAA Policy Community Meeting	2/4/80- 2/4/80	190.00	Director	AIS/ Joe Prince
T-005917	Meeting with AIS Coordinators	5/30/80- 5/31/80	240.00	Director	AIS/Joe Prince

Audit

TA#	Purpose	Date	Cost	Position	Office/Name
T-005333	Audit of Volunteer Lawyers for the arts, New York, New York	1/21/80- 1/25/80	351.20	Auditor	Audit/Harry Kromer
T-005606	Survey of Chelsea Theater Center Inc.	4/7/80- 4/11/80	272.85	Auditor	Audit/Lionel Larriva
T-6203	(1) Review of Challenge Grant Progress	9/3/80- 9/4/80	82.50	Auditor	Audit/ Weiser
	(2) Meeting with Brooklyn Museum			Auditor	
T-5871	Meeting with the Joffrey Ballet	5/27/80- 5/27/80	150.00	Auditor	Audit/ Weiser
T-005988	To audit costs incurred under NEA contracts at the National Research Center of the Arts	6/23/80- 6/27/80	289.75	Auditor	Audit/ J. Petyak
T-5238	Audit of the Brooklyn Museum 12/14/79	12/10/79-	355.75	Auditor	Audit/
T-005241	Survey of Circle in the Square	12/10/80- 12/14/80	271.05	Auditor	Audit/Ivan Prokop

Chairman's Office

TA#	Purpose	Date	Cost	Position	Office/Name
T-5090	Attend various meetings with various Directors in New York	10/03/79- 10/03/79	146.86	Chairman	Chairman's/ Biddle
T-5191	Guest speaker at the Princeton Library in New York re: Lecture series - "Gov't. and the Arts"	11/18/79- 11/20/79	176.50	Chairman	Chairman's/ Biddle
T-5424	Represent NEA at Preview/Dinner at Whitney Museum of American Art	02/24/80- 02/25/80	174.53	Chairman	Chairman's/ Biddle
T-5582	Represent NEA Skowhegan's School's 34th Anniversary Awards Dinner	04/29/80- 04/30/80	145.65	Chairman	Chairman's/ Biddle
T-5813	Meetings with Lou Harris, Exxon Executives	05/14/80- 05/16/80	202.10	Chairman	Chairman's/ Biddle
T-5816	Represent NEA at the Guggenheim Museum Benefit Dinner	05/21/80- 05/22/80	155.90	Chairman	Chairman's/ Biddle
T-5927	To participate in the American Symphony Orchestral League Annual Conference	06/17/80- 06/18/80	158.40	Chairman	Chairman's/ Biddle
T-5334	Represent NEA at NCA/NASAA Policy Committee Meeting	02/04/80- 02/04/80	150.98	Chairman	Chairman's/ Biddle
T-5178	Attend Meeting of the Business Committee for Arts and speak at the Bard College Board of Directors meeting	11/12/79- 11/14/79	153.40	Chairman	Chairman's/ Biddle
T-5087	Attend Inauguration of the Stony Brook Center for the Fine Arts	10/24/79- 10/25/79	65.15	Chairman	Chairman's/ Biddle
T-5088	Attend meetings involving a Press Conference to announce grant to Joffrey Ballet	10/26/79- 10/26/79	128.55	Chairman	Chairman's/ Biddle
T-5164	Represent NEA at a concert	11/10/79- 11/11/79	212.85	Chairman	Chairman's/ Biddle
T-5857	To accompany Ambassador & Mrs. Towe (Canada) and represent NEA at Exhibition of Canadian Art at Nabisco International Headquarters	05/07/80- 05/08/80	60.00	Chairman	Chairman's/ Biddle

Chairman's Office

TA#	Purpose	Date	Cost	Position	Office/Name
T-5357	Travel to New York to moderate NEA/SBA Conference	1/21/80- 1/26/80	406.60	Staff Ass't	Chairman/ Caplin
T-5508	Meet with Randall Bourscheidt, and Department of Cultural Affairs representatives.	2/26/80- 2/29/80	244.50	Staff Ass't	Chairman/ Caplin
T-5292	Go to New York for interviews and orientation of NEA/SBA panelists	1/7/80- 1/9/80	274.00	Staff Ass't	Chairman/ Caplin
T-5543	Meet with Department of Cultural Affairs	3/18/80- 3/20/80	230.65	Staff Ass't	Chairman/ Caplin
T-5346	Meet with Gideon Chagy and Business Committee Representatives	1/15/80- 1/16/80	253.30	Staff Ass't	Chairman/ Caplin
T-5220	Identify and engage panelists for New York NEA/SBA Conference	11/28/79- 11/28/79	191.50	Staff Ass't	Chairman/ Caplin
T-5446	To discuss possible trip to Harlem of the Chairman and meet with NEA grantees	2/12/80- 2/12/80	143.75	Special Ass't to Chairman	Chairman/ Anderson
T-5136	Meet with SBA and New York State Council on the Arts	11/13/79 11/16/79	543.71	Staff Ass't	Chairman/ Caplin
T-5060	Interview seminar participants and review conference work and progress	10/23/79- 10/26/79	458.82	Staff Ass't	Chairmna/ Caplin
T-6242	Attend National Conference of Black Independent Filmmakers	9/8-80- 9/13/80	414.05	Special Representative	Chairman/ Braithwaite
T-5791	Moderate second conference of the Business of Art and Artist	5/15/80- 5/17/80	257.70	Staff Ass't	Chairman/ Caplin
T-5641	Attend various arts organizational meetings.	3/28/80- 3/31/80	235.50	Special Representative	Minority Concerns/ Braithwaite
T-005141	Attend the Performing Arts Management Institution	11/8/80- 11/11/80	314.67	Secretary	Minority Concerns/ E. Sands

Chairman's Office

TA#	Purpose	Date	Cost	Position	Office/Name
T-5254	To attend various meetings re: Revitalization of Town Hall in New York City	12/7/79- 12/9/79	102.00	Special Ass't to Chairman	Chairman/ Anderson
T-5272	To confer with various individuals in New York City Re: Revitalization of Town Hall	12/18/79- 12/19/79	102.00	Special Ass't to Chairman	Chairman/ Anderson
T-5509	To Represent Chairman of Endowment at the funeral of Robert Kingsley of Exxon	2/27/80- 2/28/80	102.00	Special Ass't to Chairman	Chairman/ Anderson
T-5542	To Discuss Town Hall Project with Town Hall officials and officers of Exxon	3/6/80- 3/7/80	102.00	Special Ass't to Chairman	Chairman/ Anderson
T-6166	To meet with officials of Council on International Educational Exchange Re: Arranging reduced travel costs for Artists Arts Administarators and and organizations involved in International tours	8/5/80- 8/5/80	120.00	Special Ass't to Chairman	Chairman/ Anderson
T-5038	Attend meeting in New York City Re: "The Status of Arts and Museum Institutions in the U.S. in 1976	10/11/79- 10/11/79	180.00	Chairman	Chairman/ Biddle
T-5583	Attend Belgium today Press Conference and represent NEA at the Japan Today Reception and dinner	4/23/80- 4/24/80	240.00	Chairman	Chairman/ Biddle
T-5385	To discuss Town Hall Project with representatives of various interested organizations in New York	1/22/80- 1/23/80	193.40	Special Ass't to Chairman	Chairman/ Anderson
T-6063	Attend and participate in the Business Committee for the Arts at the AT&T offices	7/17/80- 7/18/80	161.30	Chairman	Chairman/ Biddle
T-5919	Represent the Endowment at the Frick Collection's Annual Spring meeting	6/02/80- 6/03/80	164.15	Chairman	Chairman/ Biddle
T-6062	Represent NEA at the Mostly Mozart Festival, Lincoln Center for the Performing Arts	7/14/80- 7/15/80	161.95	Chairman	Chairman/ Biddle
T-5926	Represent NEA at the New York City Ballet Spring Benefit	6/12/80-	164.55	Chairman	Chairman/ Biddle

Chairman's Office

TA#	Purpose	Date	Cost	Position	Office/Name
T-6271	Represent NEA at a Dinner & the Metropolitan Opera	9/22/80-9/23/80	166.85	Chairman	Chairman/ Biddle
T-5870	Attend the International Festival Theatre and Performance of Mother Courage at the Public Theatre and the Puerto Rican Traveling Theatre	5/22/80-5/23/80	315.80	Special Representative	Minority Concerns/ Braithwaite
T-5142	Meetings with United Negro College Fund, International Caribbean Diaspora and Harlem School for the Performing Arts	9/28/79-10/01/79	340.00	Special Representative	Minority Concerns/ Braithwaite
T-5266	To address the Delta Sigma Theta's Commission of Arts and Letters, Eleo Pomare Dance Company	12/15/79-12/17/79	355.00	Special Representative	Minority Concerns/ Braithwaite

Challenge Grant

TA#	Purpose	Date	Cost	Position	Office/Name
T-5294	To meet with Michael Washburn*	1/9/80- 1/9/80	128.74	Program Administrator	Challenge/ Wilson
T-5735	Site visits for Institutional Advancement Grantees	4/25/80- 4/28/80	207.90	Director	Challenge/ E. Weil
T-6198	FY-81 Contract Negotiations	8/21/80- 8/24/80	211.30	Director	Challenge/ E. Weil
T-5122	BCA meeting on 3-day seminar	11/13/80 11/16/80	194.50	Director	Challenge/ E. Weil
T-5295	BCA on Institutional Advancement	1/7/80- 1/7/80	332.85	Director	Challenge/ E. Weil
T-5524	Institutional Advancement Site Visits	3/3/80- 3/7/80	306.45	Director	Challenge/ E. Weil
T-5587	Institutional Advancement Site Visits	3/28/80- 3/29/80	209.50	Director	Challenge/ E. Weil
T-5629	Monitor Challenge Grantees and Applicants	03/21/80- 03/23/80	89.75	Specialist	Challenge Grants/Ferst
T-5332	Meet with Michael Washburn*	01/09/80- 01/09/80	132.50	Specialist	Challenge

*Contractor for the Challenge Project and Advancement Grant Project

Dance Program

TA#	Purpose	Date	Cost	Position	Office/Name
T-5117	Meetings with Dance Companies and Attend FEDAPT Conference	11/1/79- 11/4/79	516.33	Coordinator	Dance/McDaniel
T-5461	To participate in Dance Program Open Meeting	2/14/80- 2/17/80	294.40	Coordinator	Dance/McDaniel
T-005897	Attend AADC Conference and performance of Brooklyn Academy of Music	6/5/80- 6/8/80	352.70	Program Specialist	Dance/Charmaine Jefferson
T-5739	Deliver speech to Rochester Women's Network	5/11/80- 5/13/80	217.50	Director	Dance/ Grauer
T-6172	Meet with Lincoln Kirstern of New York City Ballet	8/13/80- 8/14/80	414.00	Director	Dance/Grauer
T-6128	Various meetings with Martha Graham, Agnes deMille and Tina Ramirez	7/30/80- 8/4/80	501.00	Director	Dance/Grauer
T-5787	Attend various meetings in New York City	5/2/80- 5/7/80	250.30	Director	Dance/Grauer
T-5736	Meeting with TAB Foundation and with member companies of Masters of Modern Dance	4/24/80- 4/28/80	184.00	Director	Dance/Grauer
T-5848	Attend meeting sponsored by Special Projects Program	5/19/80- 5/20/80	296.71	Coordinator	Dance/McDaniel
T-5792	Meeting with Norma Munn (Theatre Development Fund)	5/6/80- 5/7/80	206.70	Coordinator	Dance/McDaniel
T-5751	Meeting with TAG	4/25/80- 4/25/80	154.00	Coordinator	Dance/McDaniel

Dance Program

TA#	Purpose	Date	Cost	Position	Office/Name
T-005793	Meeting with TDF, Masters of Am. Dance, AADC	5/6/80- 5/7/80	171.00	Administrator	Dance/ E. Pierce
T-005921	Attend AADC Dance Association and attend performances	6/5/80- 6/8/80	303.33	Administrator	Dance/ E. Pierce
T-005462	Host to Dance Program opening and attend various performances for site visits	2/15/80- 2/17/80	280.00	Administrator	Dance/ E. Pierce
T-5559	Attend opening of Ballet West's NYC season and attend performance of Tom Leabhart in MI	3/19/80- 3/23/80	506.40	Administrator	Dance/ E. Pierce
T-006015	Attend meeting with sponsors; attend panel meetings-Services to the Fields	7/7/80- 7/11/80	370.00	Ass't Director	Dance/ E. Pierce
T-006044	Attend meeting with sponsors to attend panel meeting-Services to the field	7/7/80- 7/11/80	367.70	Coordinator	Dance/Nello McDaniels
T-005459	Participate in Dance Opening Meeting and meet with Dance Community	2/15/80- 2/16/80	184.47	Program Specialist	Dance/Charmaine Jefferson
T-5579	Attend performance of Ballet West	3/21/80- 3/26/80	301.00	Director	Dance/Grauer
T-5156	Attend various performances	11/9/79- 11/11/79	114.00	Director	Dance/Grauer
T-5056	Attend taping of Dance in America	10/12/79- 10/15/79	307.99	Director	Dance/Grauer
T-5095	To participate in various meetings with various officials in dance companies	10/26/79- 10/29/79	443.99	Director	Dance/Grauer
T-5068	Attend opening of Alvin Ailey Studios	10/18/79- 10/19/79	209.10	Director	Dance/Grauer
T-5045	Meeting with Kitty Carlisle Hart Re: Elgin Theatre	10/11/79-	152.00	Director	Dance/Grauer

Dance Program

TA#	Purpose	Date	Cost	Position	Office/Name
T-5270	Attend ACUCAA Council Conference	12/16/79-12/16/79	262.80	Director	Dance/Grauer
T-5309	Attend performance of Alwin Nicolais	1/4/80-1/6/80	235.25	Director	Dance/Grauer
T-5155	Meeting with M. A. Tighe, officials of Joffrey Ballet about ballet company's financial emergency	11/11/79-11/12/79	202.00	Director	Dance/Grauer
T-5320	Attend performance of Dance Theatre of Harlem	1/9/80-1/10/80	247.50	Director	Dance/Grauer
T-5620	Attend performance of Twyla Tharp's Broadway Season	3/26/80-3/27/80	284.30	Director	Dance/Grauer

DEPUTY CHAIRMAN FOR PROGRAMS

TA#	Purpose	Date	Cost	Position	Office/Name
T-5526	Address 1980 World Art Market Conference.	03/04/80- 03/10/80	335.50	Deputy Chairman for Programs	Dep. Chairman Tighe
T-5015	Meetings with Executive Director, Actor's Equity Ass'n; Off-Off Broadway Alliance and various Directors.	10/02/79- 10/09/79	374.50	Deputy Chairman for Programs	Dep. Chairman Tighe
T-5605	Attend and Participate in Meetings with Corporate and Foundation Executives and Meet with Caribbean Regional Representative.	03/27/80- 03/31/80	205.50	Deputy Chairman for Programs	Dep. Chairman Tighe
T-5619	Attend the National Southeastern Center, for Contemporary Art Program Meeting.	04/02/80- 04/07/80	213.50	Deputy Chairman for Programs	Dep. Chairman Tighe
T-5109	Attend the Encore Awards Luncheon of the Arts and Business Council and attend Lecture series at Metropolitan Museum of Art.	10/29/79- 10/31/79	229.00	Deputy Chairman for Programs	Dep. Chairman Tighe
T-5128	Attend the Business Committee for the Arts.	11/09/79- 11/15/79	187.00	Deputy Chairman for Programs	Dep. Chairman Tighe
T-5129	Meetings with International Center for Photography Officials and attend The Artists Housing Conference.	11/02/79- 11/05/79	214.50	Deputy Chairman for Programs	Dep. Chairman Tighe
T-5204	Grantee and Corporate Meetings & Interviews in Re: Selection of Director Position, Opera-Musical Theatre.	11/21/79- 11-27-79	383.50	Deputy Chairman for Programs	Dep. Chairman Tighe
T-5230	Interview Candidates for the Southern California Regional Representative Position in Los Angeles.	12/07/79- 12/17/79	706.00	Deputy Chairman for Programs	Dep. Chairman Tighe
T-5281	To meet with various Foundation and Organizational Heads and New York Times Staff	12/24/79- 01/02/79	310.25	Deputy Chairman for Programs	Dep. Chairman Tighe

DEPUTY CHAIRMAN FOR PROGRAMS

TA#	Purpose	Date	Cost	Position	Office/Name
T-5388	Attend Small Business Administration Meetings and International Center for Photography Meetings.	01/25/80- 01/29/80	282.00	Deputy Chairman for Programs	Dep. Chairman Tighe
T-5570	Meet with New York-Caribbean Regional Representative and Inspect Office Space.	03/21/80- 03/25/80	262.00	Deputy Chairman for Programs	Dep. Chairman Tighe
T-5604	Meetings with National Council on Arts Budget Membership Committee Members.	04/11/80- 04/16/80	319.00	Deputy Chairman for Programs	Dep. Chairman Tighe
T-5758	Meetings with Foundation, Organizational and Corporate Heads.	05/16/80- 05/19/80	350.50	Deputy Chairman for Programs	Dep. Chairman Tighe
T-5702	Meetings to discuss new ideas for Endowment activities during upcoming year.	05/04/80- 05/05/80	170.00	Deputy Chairman for Programs	Dep. Chairman Tighe
T-5760	Meetings with Corporate and Foundation Executives.	05/23/80- 05/27/80	229.50	Deputy Chairman for Programs	Dep. Chairman Tighe
T-5821	Attend an Arts Revival at Lincoln Center.	05/30/80- 06/02/80	245.50	Deputy Chairman for Programs	Dep. Chairman Tighe
T-5940	Attend Opening Sessions - The American Symphony Orchestra League Conference.	06/13/80- 06/16/80	229.75	Deputy Chairman for Programs	Dep. Chairman Tighe
T-6175	Attend several meetings to discuss NEA's 15th Anniversary of service to the arts, and its role in developing arts outreach programs in U.S.A.	08/13/80- 08/19/80	347.00	Deputy Chairman for Programs	Dep. Chairman Tighe
T-6208	Meeting with Exxon Corporation and with arts representatives to develop comprehensive information on the Endowment's work.	08/21/80- 08/25/80	256.00	Deputy Chairman for Programs	Dep. Chairman Tighe

DEPUTY CHAIRMAN FOR PROGRAMS

TA#	Purpose	Date	Cost	Position	Office/Name
T-6227	Meetings with ABC and Exxon Corporation.	08/27/80- 09/01/80	160.00	Deputy Chairman for Programs	Dep. Chairman Tighe
T-6263	Meetings with Geraldine Stutz, Ann Doherty, International Center for Photography and attend New York Film Festival.	09/24/80- 09/29/80	265.25	Deputy Chairman for Programs	Dep. Chairman Tighe
T-6262	Meetings at Mayor's Office and with New York arts representative.	09/11/80- 09/15/80	254.00	Deputy Chairman for Programs	Dep. Chairman Tighe
T-5408	Meet with Corporate Heads and attend NCA/NASAA Policy Committee Meeting.	02/01/80- 02/07/80	207.00	Deputy Chairman for Programs	Dep. Chairman Tighe
T-5757	Meet with Project Director, The Women's Project/ The American Theatre.	05/11/80- 05/13/80	229.00	Deputy Chairman for Programs	Dep. Chairman Tighe

Design Arts Program

TA#	Purpose	Date	Cost	Position	Office/Name
T-006086	Meet with grantees (Am. Institute of Graphic Arts and theater community group)	7/20/80- 7/23/80	-0-	Information Specialist	Design/Hobbie McEwen
T-006087	Attend and conduct workshop with Lance Brown at ASID Conference in New York	8/20/80- 8/24/80	373.23	Program Specialist	Design/Bert Kubli
T-6096	Meeting with staff of Institute for Urban Design Meeting with Policy Panelists and National Committee on US/China Relations	6/9/80- 6/10/80	235.03	Director	Design/Pittas
T-6156	Attend Municipal Arts Society Inauguration of the Urban Center	8/11/80- 8/12/80	246.27	Director	Design/Pittas
T-5278	Meeting with Paul Friedberg (grantee) Landmarks Preservation Council	12/18/79- 12/18/79	193.95	Director	Design/Pittas

Expansion Arts Program

TA#	Purpose	Date	Cost	Position	Office/Name
T-005099	On-site visits (Active Trading Company, Global Village)	10/31/80- 11/2/80	180.00	Program Specialist	Expansion/Ray Joiner
T-5100	Visits (New York City Hispanic Ballet, Center for Book Arts, etc)	10/31/79- 11/1/79	180.00	Program Specialist	Expansion/ Wayland
T-6096	Meeting with staff of Institute for Urban Design Meeting with Policy Panelists and National Committee on US/China Relations	6/9/80- 6/10/80	235.03	Director	Design/Pittas
T-005849	Meet Mr. Agueros of El Museo Del Barrio, Henel Bryant of the Black Theatre, Miriam Colo of PR Traveling Theatre	5/20/80- 5/21/80	333.34	Director	Expansion/ A. B. Spellman
T-006065	Interview consultants for Institutional Advancement	7/10/80- 7/10/80	176.80	Director	Expansion/ A. B. Spellman
T-0066107	Interview consultants for Institutional Advancement	8/4/80- 8/4/80	177.20	Director	Expansion/ A. B. Spellman
T-5585	Visit approximate 18 grantees	3/24/80- 3/27/80	474.85	Director	Expansion/ A. B. Spellman
T-5071	Attend welcoming Reception by the Association of Hispanic Arts	10/19/79 10/19/80	180.00	Ass't Director	Expansion/ A. B. Spellman
T-5771	Meet Hispanic Arts Organization	4/30/80- 4/30/80	151.85	Ass't Director	Expansion/ Duncan
T-5767	Meet Opera South	4/25/80- 4/29/80	428.36	Ass't Director	Expansion/ Duncan

General Counsel

TA#	Purpose	Date	Cost	Position	Office/Name
T-005522	Attend Conference on "Art Law in the 80's"	3/5/80-3/9/80	315.48	Ass't to Gen. Counsel	Gen. Counsel Susan Liebermann
T-6031	Attend meeting of Pratt Institute	7/24/80-7/27/80	120.00	Gen. Counsel	Gen Counsel/ Wade
T-6041	Attend the Task Force of the National Conference of State Legislatures	7/7/80-7/8/80	242.50	Gen Counsel	Gen. Counsel Wade

Inter-Arts

TA#	Purpose	Date	Cost	Position	Office/Name
T-006043	Attend Dance meeting at Avery Fisher Hall and visit applicants to the Presenting Organization category	7/9/80- 7/12/80	327.25	Program Specialist	Inter-Arts/ Tim McClimon
T-005842	Ad-Hoc Panel on presenting Organization	5/16/80- 5/19/80	358.00	Program Specialist	Inter-Arts/ Tim McClimon
T-005135	Site Visit to the Arts Connection	10/30/80- 10/31/80	125.50	Director	Inter-Arts/ E. Novak
T-005070	Reception of the Association of Hispanic Arts; attend Bread and Roses Theatre in the Hospital performance	10/19/80- 10/22/80	126.90	Director	Inter-Arts/ E. Novak
T-006075	Mostly Mozart Festival-Lincoln Center	7/14/80- 7/15/80	215.26	Director	Inter-Arts/ E. Novak
T-006183	Meeting at Saratoga Performance Arts Center and Corporation YADDO	8/14/80- 8/16/80	226.50	Director	Inter-Arts/ E. Novak
T-006090	Avant Garde Festival of New York	7/19/80- 7/21/80	123.30	Program Specialist	Inter-Arts/ L. Neeck
T-006195	To site visit Service Organizations	8/20/80- 8/22/80	171.50	Program Administrator	Inter-Arts/ K. Sulzberger
T-006014	Performance of Newhouse Theatre and meeting with grantees	6/27/80- 6/28/80	187.70	Program Specialist	Inter-Arts/ L. Neeck
T-005845	Ad Hoc Panel on Presenting Organizations	5/16/80- 5/19/80	240.65	Program Specialist	Inter-Arts/ L. Neeck
T-006280	To attend Exhibition by Visual Arts Research and Resource Center	9/12/80- 9/15/80	124.50	Director	Inter-Arts/ E. Novak
T-005693	Meetings with Lois Bianchi/Bird-Hoffman Foundation	4/11/80- 4/14/80	154.45	Director	Inter-Arts/ E. Novak

Inter-Arts

TA#	Purpose	Date	Cost	Position	Office/Name
T-005783	New York Shakespeare Festival/ACA	4/04/80- 4/07/80	84.95	Director	Inter-Arts/ E. Novak
T-005714	Attend the 1980 Meeting on the Arts - "the Arts & their Economic Partners"	4/18/80- 4/21/80	130.25	Director	Inter-Arts/ E. Novak
T-005485	Attend performance of Merce Cunningham Dance Co.	2/22/80- 2/25/80	131.95	Director	Inter-Arts/ E. Novak
T-006001	Conference meetings in New York City wwith consultants	6/19/80- 6/23/80	139.50	Director	Inter-Arts/ E. Novak

Literature Program

TA#	Purpose	Date	Cost	Position	Office/Name
T-006124	Attend meetings of Literature Program on policies and procedures	8/4/80- 8/5/80	111.50	Ass't Director Literature	Literature/ Mary McArthur
T-006258	To visit Writers Room, print center, translation center	9/15/80- 9/16/80	141.20	Ass't Director	Literature/ Mary MacArthur
T-5775	Meet with National Association of Third World Writers	5/12/80- 5/14/80	253.20	Ass't Director	Literature/ MacArthur
T-5776	To meet with National Association of Third World writers	5/12/80- 5/14/80	250.13	Director	Literature/ D. Wilk
T-6252	To meet with panelists	9/25/80- 9/28/80	305.29	Director	Literature/ D. Wilk
T-5553	To meet with Literature Program grantees	2/13/80- 2/17/80	363.54	Director	Literature/ D. Wilk
T-5354	To meet with Literature Program grantees about budgets, policies etc.	2/13/80- 2/17/80	197.90	Program Specialist	Literature/ Thompson
T-5403	Pen Conference, New York	1/30/080- 1/31/80	169.25	Ass't Director	Literature/ MacArthur

Media Program

TA#	Purpose	Date	Cost	Position	Office/Name
T-5245	Visit center for non-broadcast television and producers	12/9/79-12/10/79	197.50	Project Evaluator	Media/Dix
T-005750	To attend Arden House planning Conference	4/29/80-4/30/80	74.00	Program Specialist	Media/Perrin Ireland
T-006253	Attend National Conference of Independent Black Filmmakers	9/8/80-9/9/80	55.00	Program Specialist	Media/Perrin Ireland
T-005951	Attend Programming in the Arts/Theatre meeting	6/13/80-6/15/80	151.75	Program Administrator	Media/Julie Moore
T-005789	Attend Opera/Musical Theatre Media Arts series planning session	5/5/80-5/7/80	233.50	Program Administrator	Media/ Julie Moore
T-5950	To attend Progamming in the Arts	6/12/80-6/15/80	221.50	Director	Media/ C. Wyler
T-5774	To attend Opera-Musical on television panel	5/5/80-5/8/80	253.00	Director	Media/ C. Wyler
T-5444	To attend Short Film Showcase	2/12/80-2/13/80	182.08	Director	Media/ C. Wyler
T-5313	To attend Short Film Showcase	1/8/80-1/11/80	178.55	Director	Media/ C. Wyler
T-5312	Attend Panel meeting of Independent TV Lab at WNET	1/8/80-1/10/80	164.50	Director	Media/ O'Doherty
T-5777	Attend Media Arts Center Steering Committee Meeting	3/28/80-4/1/80	79.00	Director	Media/ O'Doherty
T-5687	Various meeting with different Directors	4/9/80-4/14/80	262.40	Director	Media/ O'Doherty

Media Program

TA#	Purpose	Date	Cost	Position	Office/Name
T-5239	Fundraising for Short Film Showcase and Design Series	12/04/79- 12/06/79	280.00	Ass't Director	Media/Wyler
T-5749	Attend Arden House Planning Conference	04/29/80- 05/08/80	181.75	Director	Media/O'Doherty
T-5952	Attend Programming in the Arts/Theatre Meeting	06/13/80-	222.25	Director	Media/O'Doherty
T-5915	Attend Public T.V. Producers meeting.	06/08/80- 06/11/80	281.75	Specialist	Media Arts/ Gong
T-5235	Address meeting of Children's Television Workshop	10/15/79- 10/16/79	87.65	Specialist	Media Arts/ Don Druker
T-5952	Attend Mid-Career Jury Meeting of the American Academy in Rome	1/29/80- 1/29/80	122.25	Director	Media/O'Doherty

Museum Program

TA#	Purpose	Date	Cost	Position	Office/Name
T-005852	To attend Funding Workshop, at the Association of Hispanic Arts, New York	5/22/80- 5/25/80	177.30	Ass't Director	Museum/Irving MacManus
T-005578	Attend opening of New Images of Spain-Guggenheim attend meeting in City College; meeting-center for InterAmerican relations	3/20/80- 3/23/80	173.80	Ass't Director	Museum/Irving McManus
T-005330	Meeting at Wadsworth Antheneum; site visit to Queens Museum	1/9/80- 1/11/80	290.26	Ass't Director	Museum/Irvine MacManus
T-5194	To attend meeting on Arts and Artifacts in New York City	11/20/80- 11/23/80	250.00	Specialist	Museum/Bell
T-5223	Meeting at the Museum of Modern Art & the Hewlett Foundation	12/07/79- 12/07/79	124.35	Director	Museum/Freudenheim
T-5165	Meeting at Museum of Modern Art and Various site visits	11/13/79- 11/13/79	240.00	Director	Museums/Freudenheim
T-5820	Attend Picasso Exhibition & Preview at the Museum of Modern Art	5/15/80- 5/16/80	166.50	Director	Museum/Freudenheim
T-5818	Attend opening of American Wing, Metro Museum of Art	5/19/80- 5/22/80	369.40	Director	Museum/Freudenheim

Music

TA#	Purpose	Date	Cost	Position	Office/Name
T-005785	To meet with grantees in New York City	5/5/80- 5/7/80	199.50	Music Specialist	Music/Carolyn Hellman
T-5754	Attend Jazz Grantsmanship Workshop	4/25/80- 4/25/80	149.50	Specialist	Music/Anthony

Opera-Musical Theatre

TA#	Purpose	Date	Cost	Position	Office/Name
T-5748	Attend meeting of Opera-Musical Theater and Media Panel	5/5/80- 5/7/80	296.71	Director	Opera-Musical Theater/Corn
T-5931	Attend conference of the Association of Professional vocal ensembles	6/7/80- 6/7/80	177.84	Director	Opera Musical/ Corn
T-005349	To attend meeting with Hal Prince and attend Bronx Opera performance	1/17/79 1/20/79	193.50	Program Specialist	Opera-Musical/ Susan Hoagland
T-005726	To attend performance of Western Spring Opera and meet with officials	4/25/80- 4/30/80	1,174.07	Program Specialist	Opera-Musical/ Susan Hoagland
T-005203	To attend performance of Mahogany and meet with/Met officials	11/23/79- 11/26/79	153.00	Program Specialist	Opera-Musical/ Susan Hoagland
T-005500	Attend performances of sponsors: New York City Opera; Urban Arts Center; Richard Allen Center	2/28/80- 3/2/80	293.90	Program Specialist	Opera-Musical G. Saleh
T-5530	Attend various performances and meetings	3/07/80- 3/08/80	85.44	Senior Program Specialists	Opera-Music/ S. Hoagland
T-5748	Meeting with Theatre Development Fund	5/05/80- 5/07/80	296.71	Director	Opera-Musical Theater/Corn

Partnership

TA#	Purpose	Date	Cost	Position	Office/Name
T-005450	Meet with Steve Savan at Columbia University to plan for 2nd year of Partnership Consultations Project	2/18/80- 2/18/80	102.00	Program Specialist	Partnership Coord/Nan Levinson
T-5328	To attend National Council on the Arts Committee Meetings	2/4/80- 2/5/80	223.04	Director	Partnership/ H. Putsch
T-5867	To meet with New York State Council on the Arts	5/21/80- 5/21/80	177.00	Director	Partnership/ H. Putsch
T-005965	Meet with Ms. Toni Morrison regarding National Partnership and her participation in that conference	6/15/80- 6/15/80	254.85	Asst. Director	Partnership/ W. Terry
T-5973	To meet George Gelles and Robert Mayer, consultants for National Partnership Conference	6/12/80- 6/13/80	213.50	Director	Partnership/ H. Putsch
T-5955	To attend American Symphony Convention	6/15/80- 6/16/80	254.13	Director	Partnership/ H. Putsch
T-6052	To attend Arts Task Force	7/8/80- 7/8/80	147.53	Director	Partnership/ H. Putsch
T-5896	To participate in meetings of New York State Council on the Arts	6/3/80- 6/6/80	309.90	Director	State Programs A. Turney

Policy and Budget

TA#	Purpose	Date	Cost	Position	Office/Name
T-005701	Attend 1980 Meeting on the Arts - "the Arts and their economic partners".	04/20/80- 04/21/80	178.00	Director	Pol. & Budget Larry Kubota
T-006188	Meet with/planning experts in the development of the Endowment's long-range planning process	08/20/80- 08/21/80	230.30	Ass't Dir.	Pol. & Budget/ Eva Jacob
T-006069	Consultation with planning experts for Endowment planning process	07/14/80- 07/16/80	333.60	Ass't Director	Pol. & Budget/ Eva Jacob
T-5644	Meet with Budget Commission of the National Council on the Arts	04/15/80- 04/15/80	166.75	Director	Policy and Budget/ Stephen

Policy and Planning

TA#	Purpose	Date	Cost	Position	Office/Name
T-006265	Meeting with Bill Herman, Marcia Thompson and Len Vignola	9/9/80– 9/10/80	165.50		Dep. Chairman Pol. & Planning Nick Maravell
T-005814	Attend "Business of Art and the Artist" Conference	5/14/80– 5/17/80	178.45	Dep. Chairman	Pol.& Planning Don Moore
T-005953	Attend Orchestra in the 80's New York Conference	6/18/80– 6/20/80	287.00	Dep. Chairman	Pol.& Planning Don Moore
T-005990	Attend diner in honor of Chairman hosted by American Symphony Orchestra League	6/17/80– 6/18/80	163.50	Dep. Chairman	Pol.& Planning Don Moore
T-006085	Meeting with George Treascher, George Treascher Association	7/21/80– 7/21/80	156.45	Dep. Chairman	Pol.& Planning Don Moore
T-006079	To attend Mozart Festival performance	7/14/80– 7/15/80	210.50	Dep. Chairman	Pol.& Planning Don Moore
T-6017	To attend Business Committee for Arts meeting	7/17/80– 7/17/80	154.75	Dep. Chairman	Pol. & Planning Don Moore
T-005949	Attend Am. Dance Association meeting	6/6/80– 6/8/80	176.00	Dep. Chairman	Pol. & Planning Don Moore
T-5464	To attend conference and session on the arts	3/12/80– 3/13/80	127.56	Director	Pol. & Planning D. Searles
T-5418	To attend NCA/NASAA Policy Meeting	2/4/80– 2/4/80	131.02	Director	Pol. & Planning D. Searles
T-5082	To meet with Business Committee for the Arts	11/3/80– 11/13/80	173.06	Director	Pol. & Planning D. Searles
T-5326	To meet with Chamber of Commerce	1/15/80 1/15/80	120.20	Director	Pol. & Planning. D. Searles
T-5614	To attend NCA Budget Committee Meeting	4/15/80– 4/15/80	123.56	Director	Pol. & Planning D. Searles

Policy and Planning

TA#	Purpose	Date	Cost	Position	Office/Name
T-6179	Survey computer data and word processing equipment, etc.	8/14/80- 8/17/80	193,75	Chief Info. Mgmt. Branch	Grants Office Dep. Chairman/ Pol. & Planning T. Tighe

Policy Development

TA#	Purpose	Date	Cost	Position	Office/Name
T-005378	Attend two-day workshop "The Business of Art & the Artist"	1/24/80- 1/25/80	142.00	Director	Pol. Develop/ Phillip Kadis
T-005347	Attend NCA/NASAA Committee meeting	2/4/80- 2/4/80	152.70	Director	Pol. Develop/ Phillip Kadis

Research Program

TA#	Purpose	Date	Cost	Position	Office/Name
T-5607	Meeting of National Advisory Board	4/10/80 4/12/80	217.44	Research Specialist	Research/ Wallace
T-6292	Work with Publishing Center for Cultural Resources editorial staff	9/19/80- 9/19/80	134.05	Research Specialist	Research/ Wallace
T-5627	Deliver Lecture to class in Arts Management at Columbia University	4/8/80- 4/11/80	225.78	Director	Research/ Horowitz
T-5185	Confer with oficials Publishing Center for Cultural Resources Re: Publication of Research Division Report Series	11/15/79- 11/16/79	230.00	Director	Research/ Horowitz

Theatre Program

TA#	Purpose	Date	Cost	Position	Office/Name
T-005960	Attend meeting of Media/Theatre program and discuss the possibilities of live broadcasting	6/13/80- 6/15/80	207.08	Program Administrator	Theatre Robin Murphy
T-005961	Attend meeting of theatre communications Group National Conference (Princeton)	6/20/80- 6/24/80	409.70	Ass't Director	Theatre/ S. Schreiber
T-005682	Attend a meeting with Nominees for the Director-Intern Program	4/15/80- 4/17/80	221.65	Ass't Director	Theatre/ S. Schrieber

Visual Arts

TA#	Purpose	Date	Cost	Position	Office/Name
T-5168	Attend Rockfeller Foundation/SECCA symposium	11/12/79 11/14/79	220.00	Coord Artist Spaces	Visual/Drew
T-5841	Attend SBA/NEA meeting	5/15/80- 5/18/80	280.95	Coord Artist Spaces	Visual/Drew
T-5654	Attend SECCA-Rockefeller-Equitable Life regional fellowship meeting	4/2/80- 4/5/80	250.00	Coord Artist Spaces	Visual/Drew
T-5528	Panel Participation "Art and Law in Communities," sponsored by Volunteers Lawyers for the Arts	3/6/80- 3/8/80	224.30	Coordinator	Visual/Fuller
T-5113	To Co-chair Northeast Corridor Panel meeting Re: Penn Station and various site visits	10/30/79- 11/1/79	280.00	Coordinator	Visual/Fuller
T-5157	To lecture at Columbia University and site visits	11/7/79- 11/10/79	103.70	Coordinator	Visual/Fuller
T-5301	To attend and participate in SBA/NEA	1/24/80- 1/26/80	280.00	Director	Visual/ Melchert
T-5167	To attend Rockefeller Foundation Symposium	11/12/80- 11/14/80	160.93	Director	Visual/ Melchert
T-5177	Attend dedication of Seaport Sculpture and to present awards for ACC (American Crafts Council)	11/7/79- 11/9/79	214.05	Director	Visual/Melchert
T-5838	Attend/Speak at NEA/SBA Conference	5/15/80- 5/17/80	289.65	Director	Visual/Melchert
T-5041	To attend meeting of Professional League of American Artists	10/10/79 10/10/79	66.81	Director	Visual/Melchert
T-5794	Site Visit and Panel Meeting	5/7/80- 5/7/80	139.95	Director	Visual/Melchert
T-5290	Attend Mid-Career Jury Meeting of the American Academy in Rome	1/29/80- 1/29/80	19.05	Director	Visual/Fuller

FY-81

National Endowment for the Arts

ARTISTS IN EDUCATON

	TA Value	Purpose	Passenger Name	T/ No.
3/03-3/03	$ 92.00	To meet with advisory Committee of Dancers and Artists	Prince/Director/AIE	R0375

AUDIT

	TA Value	Purpose	Passenger Name	T/ No.
03/09-03/13	$465.00	Audit American International Sculptors, Inc.	J. Prokop/Audit	R334
12/15-12/23	$329.80	Audit of the American Dance Machine	Kromer, Auditor/Audit	R0219
1/07-1/08	$244.95	Meetings with Charles Reinhart Management, Inc., and City Center of Music and Drama	Fineman, Audit Liasion Officer, Audit Liasion	R0280
12/01-12/05	$409.20	Survey of Orchestra of Our Time	Larriva, Auditor/Audit	R0177
11/17-11/21	$489.20	Survey of Consortium of Jazz Organizations and Artists Inc.	Larriva, Auditor/Audit	R0176
1/12-1/16	$370.00	Survey of Chimera Foundation	Prokop, Auditor/Audit	R0287

CHAIRMAN

	TA Value	Purpose	Passenger Name	T/ No.
01/15-01/16	$293.45	Managements Co-Authors at Prentices Hall Books	L. Caplin Assistant Chairman Chairm	R309
10/23-10/24	$239.00	Management potential contractor - Pier 84 contract.	L. Caplin, Assistant Chairman	R116
2/23-2/23	$150.50	Address Advancement Grant Corporation/ Foundation Reception	Biddle, Chairman/Chairman Office	R0364
1/5/-1/16	$234.75	Represent NEA at the Gala Premiere Benefit Performance of the New York City Ballet	Biddle, Chairman/Chairman Office	R0312
3/27-3/27	$151.20	Participate in the Northeast Conference on Hispanic Arts sponsored by Association of Hispanic Arts, Inc.	Biddle, Chairman/Chairman Office	R0393
1/07-1/08	$151.20	Participate in opening of the Exhibit "5000 Years of Korean Arts"	Biddle, Chairman/Chairman Office	R0283
11/19-11/20	$162.70	Participate in opening and reception at Guggenheim.	Biddle, Chairman/Chairman Office	R0163
11/11-11/12	$306.80	Attend opening of the 73rd New York Season of the New York City Ballet, Inc.	Kadis, Chairman/Chairman Office	R0182
11/05-11/06	$173.80	To speak at the Awards Dinner for the Actors Studio Members	Biddle, Chairman/Chairman Office	R0131
10/27-10/28	$ 61.25	Participate in Farewell Performance of Beverly Sills at the New York City Opera	Biddle, Chairman/Chairman Office	R0130

CHALLENGE GRANTS

	TA Value	Purpose	Passenger Name	T/ No.
2/23/-2/23	$205.50	To attend Advocacy Meeting with Chairman Re: Advancement Grantees	Weil, Director/Challenge	R0363
3-04-3/06	$191.55	Site Visits to Advancement Grantees	Weil, Director/Challenge	R0374
12/03-12/04	$287.20	Meeting with S. Peck of the New York Times	Weil, Director/Challenge	R0224
11/14-11/14	$166.70	Site visit with Advancement Grantees	Weil, Director/Challenge	R0158
10/17-10/17	$148.50	Meeting with Carl Shaver and Michael Washburn Re: Future of Challenge	Weil, Director/Challenge	R0072
12/15-12/16	$222.30	Meeting with New York City Advancement Grantees and Department of Cultural Affairs	Weil, Director/Challenge	R0248
12/03-12/04	$137.50	Meeting with Advancement Consultants	Wilson, Administrator/Challenge	R0223
10/17-10/17	$133.10	Meeting with Carl Shaver and Michael Washburn Re: Future of Challenge	Wilson, Administrator/Challenge	R0074

COUNCIL AND PANEL

	TA Value	Purpose	Passenger Name	T/ No.
01/08-01/26	$810	To meet with Theo Bikel. Mr. Bikel, a member of the Council, was injured and unable to travel. The meeting, where his presence was most important, was scheduled in New York rather than Washington. Total travel costs would have been similar had the meeting been assembled in Washington.	Council and Panel/Woods	R201

DANCE

	TA Value	Purpose	Passenger Name	T/ No.
04/06-04/23	$ 90.00	Attend performance and meeting with Jerome Robins	R. Grauer, Director/Dance	R451
01/15-01/18	$ 78.00	Meeting with Rena Shergan and committee	N. McDaniel, Tour Coord./Dance	R308
01/30-02/04	-0-	Various meeting choreographers and panel	N. McDaniel, Tour Coord./Dance	R347
11/05-11/12	$751.65	Attend FEDAPT* Conference and various site visits	Olmsted, Program Specialist/Dance	R0154
1/27-2/06	$ 87.00	Various Meetings with Choreographers and Panelists for Fellowships	Grauer, Director/Dance	R0338
11/08-11/12	$691.40	Attend various Performances and meetings at Mellon Foundation	Grauer, Director/Dance	R0140
10/31-11/04	$403.25	Attend various Performances and Meetings at SUNY and FEDAPT	Grauer, Director/Dance	R0139
10/16-10/20	$616.30	Attend various performances and meeting at Exxon	Grauer, Director/Dance	R0062
10/13-10/15	$375.00	Various meetings and attend opening of TAP Dance Festival	Grauer, Director/Dance	R0062
12/19-12/20	$376.00	Meeting with Joffrey Ballet	Grauer, Director/Dance	R0275
12/12-12/15	-0-	Meeting with George Ballachine	Grauer, Director/Dance	R0242

* Foundation for the Extension and Development of American Professional Theater

DEPUTY CHAIRMAN FOR POLICY AND PLANNING

	TA Value	Purpose	Passenger Name	T/ No.
12/15/80 12/15/80	$144.75	Meeting with Carl Shavers Re: Challenge II	Moore, Deputy Chairman/Policy and Planning	R0255
10/24-10/24	$ 77.00	Meeting at Association of Hispanic Artists	Moore, Deputy Chairman/Policy and Planning	R0103
10/16-10/16	$102.00	Attend opening of Brooklyn Academy/Ballet of America	Moore, Deputy Chairman/Policy and	R0077
10/21-10/21	$148.25	Attend Arts and Business Council Award Luncheon	Moore, Deputy Chairman/Policy and Planning	R0080
11/09-11/09	$125.50	Attend Performing Arts Management Institute Meeting	Moore, Deputy Chairman/Policy and	R0132

DEPUTY CHAIRMAN FOR PROGRAMS

	TA Value	Purpose	Passenger Name	TA No.
12/24-12/29	$374.50	To attend various meetings in New York.	Deputy Chairman/M. Tighe	R0225
11/05-11/07	$284.50	To attend several meetings with Gulf and Western.	Deputy Chairman/M. Tighe	R102
10/08-10/14	$305.00	To attend meetings in New York Mayor's Office.	Deputy Chairman/M. Tighe	R037
10/22-10/28	$365.25	To attend several meetings with Central Park Administration.	Deputy Chairman/M. Tighe	R070
11/13-11/17	$302.50	To meet with Bill Lacy.*	Deputy Chairman/M. Tighe	R0161
11/23-11/24	$222.50	To speak at Yale University.	Deputy Chairman/M. Tighe	R197
11/25-11/30	$266.50	To meet with Harvey Lichtenstein.*	Deputy Chairman/M. Tighe	R198
11/18-11/18	$174.50	To address the Taskforce Committee.	Deputy Chairman/M. Tighe	R188
12/03-12/08	$272.00	To attend several meetings with Michael Bessie.*	Deputy Chairman/M. Tighe	R227
12/18-12/22	$246.50	To give speech at the Association of College University.	Deputy Chairman/M. Tighe	R226
02/04-02/06	$180.50	To meet with Harvey Lichtenstein.	Deputy Chairman/M. Tighe	R336
03/13-03/17	$118.00	To meet with John Wessel.*	Deputy Chairman/M. Tighe	R386

* Bill Lacy, President, Cooper Union College
Harvey Lichtenstein, President and Chief Executive Officer, Brooklyn Academy of Music
John Wessel, New York-Caribbean, Regional Representative
Michael Bessie, Chairman, Special Advisory Committee for the Literature Program

DESIGN ARTS

	TA Value	Purpose	Passenger Name	T/ No.
10/27-10/28	$118.00	Attend DAP*Policy Planning meeting at Cooper Union	Alece Morgan, Administrator, Design Arts	R64
10/20-10/21	$118.00	Attend investiture of B. Lacy at Cooper Union and advance meetings DAP	Alece Morgan, Administrator, Design Arts	R66
03/03-03/05	$118.00	Site Visits	M. Pittas, Director Design Arts	R359
10/08-10/15	$601.96	Attend National Trust Management and Waterfront Conference	T. Cain, Program Specialist Design Arts	R48
10/27-10/28	$341.81	Attend DAP*Panel Meeting	G. Brooks, Clerical Assistant Design Arts	R65
10/26-10/28	$211.73	Attend DAP*Panel Meeting at Cooper Union	Kubli, Program Specialist/Design Arts	R0047
10/20-10/21	$220.00	Attend meeting of New York State Council on the Arts	Pittas, Director/Design	R0010
10/26-10/29	$409.18	Attend DAP*Policy Panel Meeting at Cooper Union	Pittas, Director/Design	R0011
4/11-4/11	-0-	Participate in "Economic of Historic Preservation in the 1980's" Conference	Pittas, Directo/Design	R00454
1/23-1/23	$220.00	Meeting at Municipal Art Society	Pittas, Director/Design	R0324
10/23-10/23	$269.00	Attend DAP*Policy Panel Meeting	Sandford, Secretary/Design	R0069

*DAP - Design Arts Program

EXPANSION ARTS

	TA Value	Purpose	Passenger Name	T/ No.
10/24-10/27	$493.55	Site visit to Association of Hispanic Arts	Duncan, Ass't Director/Expansion Arts	R0122
10/07-10/07	$158.90	Attend Open Expansion Arts Meeting	Spellman, Director/Expansion Arts	R0050

FOLK ARTS

	TA Value	Purpose	Passenger Name	T/ No.
11/14-11/16	$353.30	Site Visits	Sheehy, Arts Specialists	R0160

GENERAL COUNSEL

	TA Value	Purpose	Passenger Name	T/ No.
4/02/-4/04	$230.00	Participation in the Fifth Annual Law Conference	Liberman, Ass't to General Counsel General Counsel	R0406
1/28-1/29	$193.00	Various meetings: Metropolitan Museum of Arts; Artists Rights Today	Wade, General Counsel/General Counsel	R0325
11/12-11/13	$425.70	Attend Public Hearings Re: Abuses in the Marketing of Art Produced in Multiples	Wade, General Counsel/General Counsel	R0126

INTER-ARTS

	TA Value	Purpose	Passenger Name	T/ No.
01/22-01/26	$118.00	Meeting at Mellon Foundation, Hudson River Museum	E. Novak/Director, Inter Arts	R319
02/06-02/09	$ 64.50	Meeting at Inter Arts Panel and rehearse presentations	E. Novak/Director, Inter Arts	R349
03/27-03/31	-0-	Planning meeting at panel Chairman	E. Novak/Director, Inter Arts	R435
12/18-12/22	-0-	Attend ACUCAA* Conference	K. Sulzberger, Program Admin. Inter-Arts	R262
03/20-03/20	-0-	Site Visit to Alternative Spaces	B. Tsumagari, Program Aid Inter-Arts	R418
11/02-11/04	$295	Management with New York based services organization	J. Armstrong, Program Specialist Inter-Arts	R191
03/20-03/20	-0-	Visit Alternatives Spaces in NYC and participate in present Organization Project.	Tomithy McClimmon/Project Specialist/Inter-Arts	R417
12/15-12/22	$547.30	Attend ISPAA** and ACUCAA Conferences	McClimon/Program Specialist/Inter-Arts	R0245
10/23-10/27	$164.25	Meeting with Reynold Levy, Executive Dir. 92nd Street YM-YWHA, Inter-Arts panelist	Novak/Director/Inter-Arts	R0115
10/31-11/05	$102.25	Various Meetings: John Wessel, Ted Berger, New York Foundation for the Arts	Novak/Director/Inter-Arts	R0152
12/12-12/22	$252.16	Attend ISPAA Conference and ACUCAA Conference	Novak/Director/Inter-Arts	R0247
12/05-12/08	$ 83.00	To speak at District #1199 Conference on Labor, Art and the Humanities	Novak/Director/Inter-Arts	R0236

* Association of Colleges, Universities and Community Arts Administrators
** International Society of Performing Arts Administrators

INTERNATIONAL

	TA Value	Purpose	Passenger Name	T/ No.
4/07-4/08	$209.60	Various Meeting Re: Endowment's Role with the International Communication Agency	Bannon, Internat'l Program Officer/ International	R0366
1/16-1/16	$104.05	Attend meeting of the Japan-U.S. Friendship Commission and Asian Cultural Council	Bannon, Internat'l Program Officer/ International	R0290

LITERATURE

	TA Value	Purpose	Passenger Name	T/ No.
03/02-03/03	-0-	Attend benefit meeting	M. MacArthur, Assistant Director Literature	R368
1/28/81-1/31	$210.00	Various Site Visits: Translation Center, Magazine Coop, Academy of American Poets, Brooklyn Print Center	MacArthur, Ass't Director/Literature	R0317
10/22-10/23	$210.00	Attend Poets and Writers Benefit	MacArthur, Ass't Director/Literature	R0034
3/26/81-3/28	$ 80.00	Attend New York Book Fair	MacArthur, Ass't Director/Literature	R0411
11/10-11/11	$209.00	Attend Writer Bynner Translation Meeting	MacArthur, Ass't Director/Literature	R0088
1/08-1/12	$358.67	Meeting with Robert Kotlowitz Re: Criticism in the Arts	Wilk, Director/Literature	R0288
10/27-10/23	$207.60	Attend Poets and Writers Benefit and 10th Anniversary Celebration	Wilk, Director/Literature	R0029
3/26-3/26	$ 58.00	Attend New York Book Fair	Wilk, Director/Literature	R0412

MEDIA ARTS

	TA Value	Purpose	Passenger Name	T/ No.
3/11-3/13	$120.00	Attend New York State Council on Cuts Film and Video Conference	C. Wyler, Asst. Director Media Arts	R348
10/25-10/25	$ 68.15	Attend AFI/Kitchen Video Symposium	Whitman/Program Specialists/Media	R0111

MUSEUMS

	TA Value	Purpose	Passenger Name	T/ No.
11/18-11/22	$785.00	Attend Asia House performance of Endowment funded exhibit.	T. Freudenheim/Director, Museum	R214
03/17-03/18	-0-	Various idemity meetings - Museum	Alice Martin/indemity Administrator, Museum	R399

MUSIC

	TA Value	Purpose	Passenger Name	T/ No.
03/29-03/30	-0-	Attend meeting at Ms. Rockefeller Fund office	M. Hanson/Program Administrator	R450
10/30-11/01	$137.85	Participate in Black Music Association and Women and Music	J. Chapman, Assistant Director Music	R145
12/19-12/21	$190.14	Attend ACUCCA Conference	Gnam/Ass't Director/Music	R0251

PROGRAM COORDINATION

	TA Value	Purpose	Passenger Name	T/ No.
11/05-11/07	$118.00	Visit Representative J. Wessel and see Office space and observe methods.	K. Prior/Coordinator Program Coordination	R97
11/09-11/10	$255.90	Meeting with Michael Decakian of the Rockefeller Foundation	Steele, Director	R0174
12/31-12/31	$151.75	Meeting with Mary Ann Tighe, Deputy Chairman for Programs on Inter-Arts Program Presenting Organizations category.	Steele, Director	R0281

PUBLIC AFFAIRS

	TA Value	Purpose	Passenger Name	T/ No.
11/06-11/08	$236.95	Accompany Chairman to the Dedication of the Regional Headquarters in New York	Lowe/Ass't Chairman/Press	R0146

RESEARCH

	TA Value	Purpose	Passenger Name	T/ No.
11/19-11/19	$176.90	Meet with officials and assist with Editing of Research Division Report #15	Shaffer, Research Specialists	R0199
12/18-12/19	$105.92	Meet with officials of Publishing Center for Cultural Resources to assist with Editing of Research Division Report #15	Shaffer, Research Specialsits	R0266

STATE PROGRAMS

	TA Value	Purpose	Passenger Name	T/ No.
12/18-12/22	$252.00	Attend ACUCAA Conference	A. Turney, Director State Programs	R249
1/16-1/17	$188.65	Attend meeting of the Dance Program of the Dance Companies	Turney, Director/State	R0297

THEATER

	TA Value	Purpose	Passenger Name	T/ No.
03/18-3/25	$ 58.00	Attend Management: Choose Director of Fellows of New York.	G. Schreiber, Acting Director, Theater	R389
12/02-12/07	$312.05	Meeting with Director/Fellows and New Theatre Program Panelists and Various Site Visits	Schreiber, Ass't Director	R0211
10/07-10/14	$280.45	To organize and attend a meeting of Theatre Panel Committee on Professional Theatre Training	Schreiber, Ass't Director	R0039

VISUAL ARTS

	TA Value	Purpose	Passenger Name	T/ No.
10/24-10/25	$131.79	Site visits - Crafts Task Force "Artist Spaces"	P. Carlson, Program Specialist Visual Arts	R94
11/07-11/07	$180.50	Meeting with Ford Foundation	E. Moore, Crafts Coordinator/ Visual Arts	R0167
10/16-10/16	$142.30	Attend Opening of Cyman Gallery Fellowships	Drew, Artist Coordinator/Visual Arts	R0085
10/23-10/26	$220.50	Site Visit of Artists Spaces and Attend Crafts Task Force Meeting	Giza, Program Specialist/Visual Arts	R0095
10/23-10/26	$225.00	Site Visit to Artists Spaces and Attend Crafts Task Force Meeting	Faubion, Program Coordinator/Visual Arts	R0093
10/02-10/02	$155.71	To speak at Cayman Gallery	Melchert, Director/Visual Arts	R0150

Contracts

Question: More than $7 million in Program funds and $1.2 million in administrative funds is available for contracts. Is it true that none of the contracts awarded during the current fiscal year have been let on a competitive basis -- that they have all been sole-source contracts?

Answer: Of the $1.2 million in FY 1981 Administrative funds, approximately $900,000 is to be used for personal service contracts in support of the panel system and related activities. These funds enable panel members to come to Washington, D. C. in order to review the applications submitted to the Endowment. An abbreviated contract method is used to process and expedite the paperwork necessary to bring panel members to the Endowment. No competition is entered into with these small, but numerous personal service contracts.

In regard to other contracts awarded with Administrative funds, most all are awarded under sole-source procedures in accordance with provisions of the Federal Procurement Regulations.

Contracts awarded using Program funds under Section 5(c) (cooperative agreements) support services to the arts field and are not agency procurement contracts. They thus do not fall under Federal requirements for competitive bidding. Nevertheless, competitive bidding has been used in connection with a number of program contracts in order to solicit a wide variety of proposals.

Office of the Chairman

Question: Mr. Biddle, you have six special assistants and they each have secretaries, is that correct? What are the grade levels of your special assistants? What functions do they perform?

Answer: Mr. Biddle has as part of his professional staff, five individuals, whose responsibilities and salaries are as follows:

Special Assistant, (GS-15/3)

Responsible for the articulation of the Endowment's position on major issues facing the arts -- current and future. Develops position papers; reports directly to the Chairman. ($47,517)

Staff Assistant (GS-15/3)

Responsible for carrying out special projects (usually of a non-recurring nature) assigned by the Chairman. Relationship with the Chairman is close and confidential. ($47,517)

Staff Assistant (GS-15/7)

Responsible to the Chairman for advocacy and outreach activities, especially in the field of music and international activities. Often represents the Chairman at conferences, seminars and discussion sessions, particularly with minority citizens. Handles special projects as assigned. ($50,112)

Staff Assistant (GS-12/2)

Serves in a liaison capacity between the Chairman and the Staff disseminating Chairman's decisions on new policies and procedures. The work includes daily contact with Members of Congress and their staff as well as White House staff. Drafts letters for the Chairman; schedules meetings and conferences; coordinates the Chairman's social calendar; arranges social functions. Screens telephone and personal calls, referring the caller to appropriate staff member when indicated. Monitors the work of four support employees; makes work assignments. Receives broad direction -- cursory oral or written -- from the Chairman. Exercises a great deal of independent judgement and initiative. ($27,849)

Staff Assistant (GS-9/2)

Responsible for the review of all non-grant related constituent mail (except for Congressional correspondence) incoming to the Chairman -- refers to appropriate office or Staff Assistant (GS-12). Monitors response for effectiveness and timeliness. Corrects stylistic inadequacies. Assists the GS-12 Staff Assistant in anticipating and fulfilling the information needs of the Chairman. Drafts a wide variety of memoranda, letters, special messages, White House messages, and other materials for the signature of the Chairman. Works under the supervision of the Staff Assistant GS-12. ($19,205)

None of these assistants has secretarial support. However, one works closely with a Public Information Specialist, (GS-11/4) who assists with advocacy and outreach activities while another has available and shares two clerical positions, positions assigned to the Chairman's Office.

Personnel Summary

Question: If we were to reduce the administrative account by a percentage rate commensurate with the Program reduction, where would you suggest that the cuts be made?

Answer: A reduction of this magnitude would make it impossible for the Endowment to operate in FY 1982, given the programming and activities that are contained within the present FY 1982 Congressional Budget Request. The Administrative Budget Request of the Endowment, some $12,665,000, contains funds which will enable the Endowment to maintain a reduced staff and the necessary staff and resources in order to review the applications that will be submitted for funding and subsequently to award grants. A reduction of 50 percent in the Administrative Budget would not make it possible to review those applications in any feasible manner, nor to carry out the Endowment's grant-making activities, and its broad responsibilities toward the arts.

Institutional Advancement Grants

Question: Funds for Institutional Advancement Grants are available under both the Challenge program and Treasury Grants in the current fiscal year. There is no request for fiscal 1982. Will those Advancement grants funded in fiscal 1980 and 1981 be terminated?

Answer: No Advancement grants were awarded out of FY 1980 funds. In the Endowment's FY 1981 budget request to the Congress, we sought a total of $1.5 million to be awarded in Advancement grants under the Challenge Program. The Congress, however, decided that such grants should be awarded through Treasury funds, and moved $750,000 from the Challenge account to the Treasury account for the specified purpose of awarding Institutional Advancement grants. The remaining $750,000 of the original $1.5 million request was used for regular Challenge grants in keeping with the intent of the Congress.

The $750,000 which was placed in the Treasury account provided 15 Advancement grants for the first year of what was originally planned as a three-year program. The Advancement grantees have already raised their three-to-one match for these funds as required by law in Treasury Fund grants. Because the match was met earlier than anticipated, the Endowment is considering moving into the second phase of the program in the current fiscal year. We have submitted a request to the Office of Management and Budget to use $500,000 in de-obligated funds for the second phase of the program, but to date we have not yet received approval. We do not, however, anticipate funding past the current fiscal year.

Question: Do you intend to award the entire $1.5 million for Advancement grants in the current fiscal year?

Answer: As previously noted, only $750,000 was available in FY 1981 for Advancement grants and $750,000 will be awarded and obligated during the current year.

Question: Will the Endowment have any carry-over funds in the next fiscal year to support Advancement grants?

Answer: We do not anticipate having any carry-over funds available in the next fiscal year to support Advancement. But as we indicated earlier, in the current fiscal year we have requested that the Office of Management and Budget allow us to use $500,000 in de-obligated funds.

NATIONAL ENDOWMENT FOR THE HUMANITIES

STATEMENT OF JOSEPH D. DUFFEY, CHAIRMAN, NATIONAL ENDOWMENT FOR THE HUMANITIES

ACCOMPANIED BY:

THOMAS V. LITZENBURG, JR., ASSISTANT CHAIRMAN
GEOFFREY MARSHALL, ACTING DEPUTY CHAIRMAN FOR PROGRAMS
JOHN WHITELAW, DEPUTY CHAIRMAN FOR MANAGEMENT
ARMEN TASHDINIAN, DIRECTOR, OFFICE OF PLANNING AND POLICY ASSESSMENT

PREPARED STATEMENT

Senator RUDMAN. We will now turn to the fiscal 1982 budget request for the National Endowment for the Humanities, which totals $85 million, a decrease of $66.3 million below appropriations to date.

Mr. Duffey, we welcome you and your panel here this morning, and I'd like you to introduce your associates. Your entire statement will be incorporated in the record, and we would appreciate very much if you would give us an overview which would summarize your statement.

[The statement follows:]

STATEMENT OF JOSEPH DUFFEY

The opportunity to appear before this subcommittee, in behalf of the fiscal year 1982 budget request of the National Endowment for the Humanities, comes at the conclusion of the 15th year of the agency's existence. This occasion also follows by nearly 6 months the reauthorization of this important program by the Congress.

This is as well a significant time for the National Endowment for the Humanities because our Nation's economic problems require us to address questions of priorities and economies in an unprecedented fashion, and we look at the Endowment today against this backdrop.

The 1965 creation of the Humanities Endowment was very much a product of the 1964 Report of the Commission on the Humanities, headed by the late President Barnaby Keeney of Brown University, later the first NEH Chairman. "Upon the humanities," the Commission had declared, "depend the national ethic and morality or the lack of it, the national aesthetic and beauty or lack of it, the national use of our environment and our material accomplishments . . ." The Congress concurred, and voted that the humanities need and deserve Federal support, as the sciences and technology had long received, lest the Nation find itself without that capacity for critical inquiry and those achievements in "the realm of ideas and of spirit" which the humanities foster.

The argument for the existence of the Humanities Endowment has always been fundamentally conservative. Put simply, it calls for the preservation of something of value. Few have contested the worth of scholarly work and teaching in the humanities (though some have criticized contemporary products of such scholarship and instruction).

The argument of Federal funding of the humanities has been equally forthright: the humanities are valuable to America; the humanities need support; the Federal Government should support the humanities.

Both arguments, however, contained then and contain now two fundamental limitations on Federal support for the humanities. One was explicit in the legislation; the other was implicit in the nature of the humanities.

The act creating the Endowment acknowledged that support for the arts and the humanities is "primarily a matter for private and local initiative." The context of this statement, which is accompanied in the act by the assertion that such support is nonetheless" an appropriate matter of concern to the Federal Government," requires that it be viewed, if not as a prohibition, at least as an effective inhibition on the NEH playing too active a role in determining the future cultural activity in the United States. The Endowment therefore always has been reluctant to shoulder the burden of being the principal supporter of the humanities even in those few fields where its limited budget might make that role possible. It is often overlooked that even among public agencies, NEH's share of the support for the humanities in America is quite small, far smaller, for example, than the funding voted by State legislatures for teaching and research in the humanities at their public universities and colleges.

The implicit limitation on Federal support concerns basic freedom of expression. Scholarship in the humanities is a form of intellectual expression peculiarly needful of the protection of the First Amendment. It would be dangerous and unwise for the Federal Government to dominate the agenda which determines the areas of inquiry into philosophy and politics, into history and literature, into religion and language—not to mention ethics or the theory of the arts.

Accordingly, the NEH very early on adopted a competitive system of peer review of applications for funding. The most important effect of this system is to protect freedom of expression, to interpose a barrier between inquiry in the vast domain of the humanities and its direction by government. The Endowment in these years has not sought to circumvent this barrier.

The benefits of the peer review process have been reinforced by the ordinary procedure at NEH from the start, namely, to write fairly broad guidelines for programs and to invite applicants to propose particular projects thereunder. The peer review process—evaluation by specialists in the field under consideration, review of proposals competing for the same category of funds by panelists drawn from diverse academic, professional, and public constitutencies, the Presidentially appointed National Council on the Humanities' reviews of the staff's compilations of reviewer and panelist judgments and the Council's recommendations to the Chairman—this entire safeguarding process is thereby fed and refined by initiatives from outside, and not from within, Government.

I believe this system has worked quite well. To be sure, it has lacked the dramatic excitement of bold policy pronouncements, task force reports, and crash programs. But the combination of NEH's broad guidelines and its peer review process, while fulfilling its function of protecting free expression, has also allowed for constant evolution and change.

America is complex. Its cultural life is not "organized" nationally or regionally, and should not be. Its hierarchies of wealth and taste are always subject to attack by newly emergent expressions of quality. Every current of the world's traditional wisdom, like every current of the world's blood, flows through our people. Let us beware, then, of oversimplification and of an historical sense of ourselves. Nothing is so valuable an antidote to those errors as witnessing the complexity and diversity of the cultural creativity which, originating in the thousands of applications addressed to the Endowment, flows through its review processes.

With this statement as background, expressing as it does my own perspective upon the mission of the agency, I am prepared along with members of our staff who accompany me to address the specific concerns of the subcommittee.

Thank you.

INTRODUCTION OF ASSOCIATES

Mr. DUFFEY. Thank you, Senator.

On my right, our Deputy Chairman for Management, John Whitelaw, and Acting Deputy Chairman for Programs, Geoffrey Marshall.

On my left, Director of the Office of Planning and Policy Assessment, Armen Tashdinian, and Assistant Chairman, Thomas Litzenburg.

BUDGET REDUCTIONS AND NEH MISSION

Mr. Chairman, the Endowment just completed its 15th year. This has been a period of continued assessment of our programs. We come before you with the 1982 budget request at a time of great concern within the Government about the impact of inflation and the necessity of disciplining Government spending.

I think our area suffers as much as any part of our economy from the impact of inflation. I think I said in my first hearing 4 years ago when I first came to this job that the Congress might do as much for us by constraining inflation as by making appropriations each year.

So we have much to gain from an economy that again is stable and in which inflation is controlled.

The administration has submitted a proposal for reduction. Those have been difficult decisions to make. We have not made reductions of 50 percent across the board but have selectively applied reductions, and I can respond to your questions later concerning those matters.

Finally, I think I would say that the initial creation of the Endowment rested with the concern of the Congress that there are certain kinds of learning in America in the fields of history, philosophy, and language, that should have a measure of the attention of the society, as well as a measure of support, for they do not do well in the marketplace. Research studies about cultures of other parts of the world, which are still very critical to our more accurate perception of other countries, are simply not going to find their way in the market. There are also a number of books for which preparation is not a profitable commercial venture.

To take simply one example, a publication which recently won an award as the best scholarly book of 1980, entitled "Encyclopedia of American Ethnic Groups," published by the Harvard University Press, has just been acknowledged in a recent article in the Chronicle of Higher Education as bringing the whole study of ethnic groups in America to maturity, helping this field come of age.

The Endowment, together with the Rockefeller Foundation, spent nearly $500,000 in that venture, but it represents the first time a single volume has brought together the best knowledge concerning the various ethnic groups and diverse cultural origins that makeup the United States and made it available to libraries, scholars, and laymen alike, around the country.

That particular piece of work with its publication began immediately to dispel a number of matters of conventional wisdom because it brought more accurate information. It represents one kind of study, among many, that is typical of scholarship in the humanities.

The Endowment's original charter from the Congress was not simply to make this kind of work available to highly specialized scholars, but also to make it as available as possible to a broad public—at least to those who were concerned—and to enhance learning in these areas, which are as important to our society as the workings of science and technology.

The Endowment has both of these missions, and we have had to make some very difficult decisions in applying the reductions to our budget. But my own judgment and the consultation I have had with my council and staff have resulted in the best judgments we can make about these matters.

ADMINISTRATIVE COSTS

Finally, Senator, in addition to our annual report that has just been prepared on the fiscal year which ended September 30, I would like to submit for the record today a summary of the last 4 years in terms of administrative costs inside the Endowment, costs of processing grants, staff levels, the cost of travel, and other items that are part of our administrative budget.

This document provides some perspective on the management of the Endowment over the course of the last 4 years.

[The information follows:]

PURPOSE

The purpose of this briefing book is to provide supporting data for our $11 million request for administrative funds in Fiscal Year 1982. The material provided relates this request to:

- Historical Trends
- Inflation and other factors affecting costs
- Staffing levels
- Productivity in the Endowment

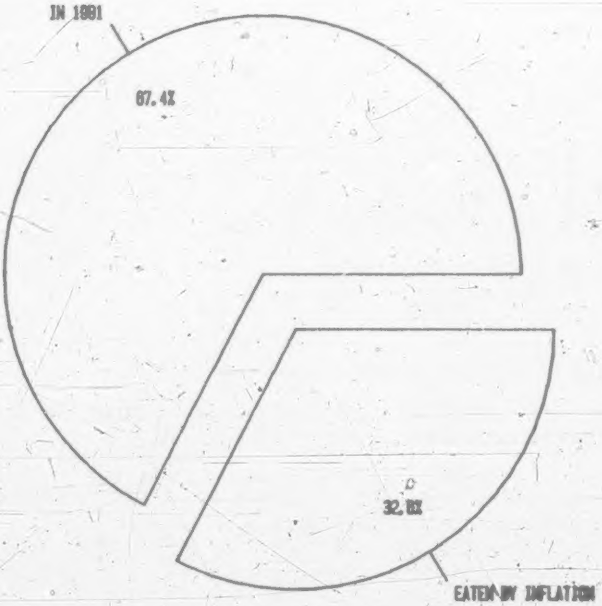
This briefing also highlights the management improvements implemented and the spending restraints - both those imposed upon the agency and those self-imposed - which have enabled NEH to handle a steadily increasing workload without a concomitant increase in staff or total administrative funds.

NOTES

The data included in this book are the most up-to-date and reliable available to us at this time. Most data since 1979 are now available in the NEH Information Management System AUGUSTUS. Data on inflation are computed from the Gross National Product Implicit Price Deflator, the most general indicator of inflation, as provided in the Economic Report of the President published by the Council on Economic Advisors, January 1981.

For the purpose of clarity, the Transition Quarter which occurred between Fiscal Years 1976 and 1977 has been deleted.

THE VALUE OF A 1976 DOLLAR IS....



THE ADMINISTRATIVE BUDGET - RECENT HISTORY

Since 1976, the NEH administrative budget has risen from $7.171 million to our 1982 requested $11 million, or a 53.4% increase. During the same period, however, the GNP Price Deflator will have increased 61.8%. Consequently, the purchasing power of the 1982 administrative budget is less than the 1976 appropriation.

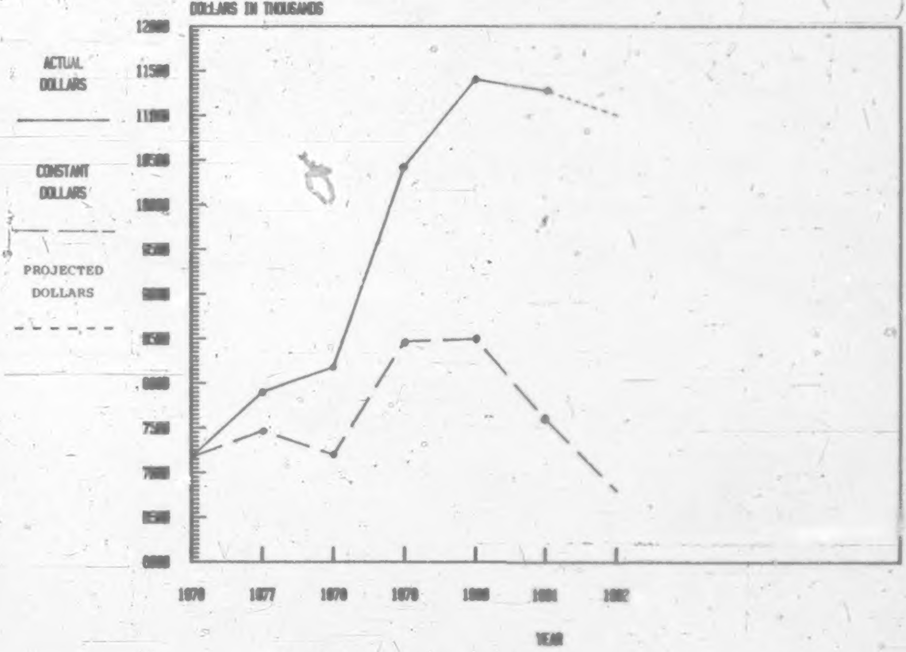
Administrative Budget ($000)

	1976	1977	1978	1979	1980	1981	1982 Request
Actual	$7,171	$7,903	$8,180	$10,429	$11,409	$11,277	$11,000
Constant 1976 Dollars1/	$7,171	$7,468	$7,198	$ 8,468	$ 8,496	$ 7,601	6,798

1/ Includes actual and projected figures. Source: Economic Report of the President, January 1981.

ADMINISTRATIVE BUDGET

FISCAL YEAR 1976 THROUGH 1982



WHAT CONSTITUTES THE ADMINISTRATIVE APPROPRIATION?

The administrative appropriation provides the funds necessary to operate the agency and includes several cost categories;

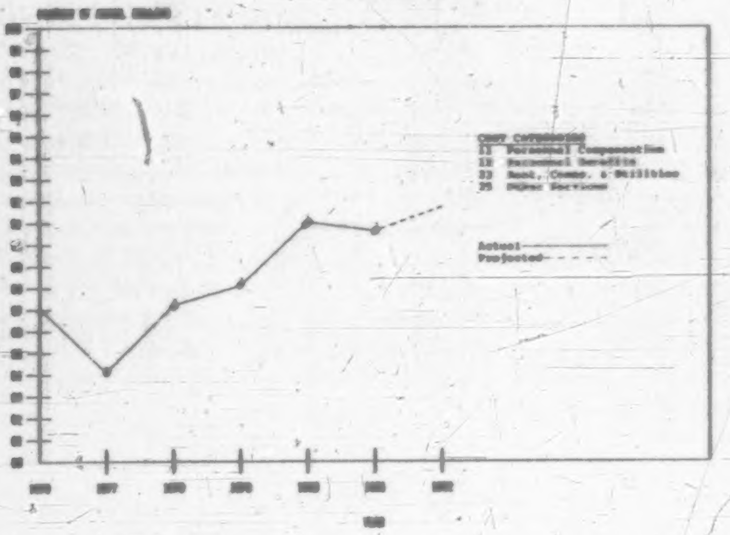
-- Personnel Salaries and Benefits (Staff, Council and Consultants)
-- Travel (Staff, Council, Consultants and Invitational)
-- Rent, Communications, Utilities and Postage
-- Printing and Reproduction
-- Panelist and other contracts
-- Supplies and Equipment

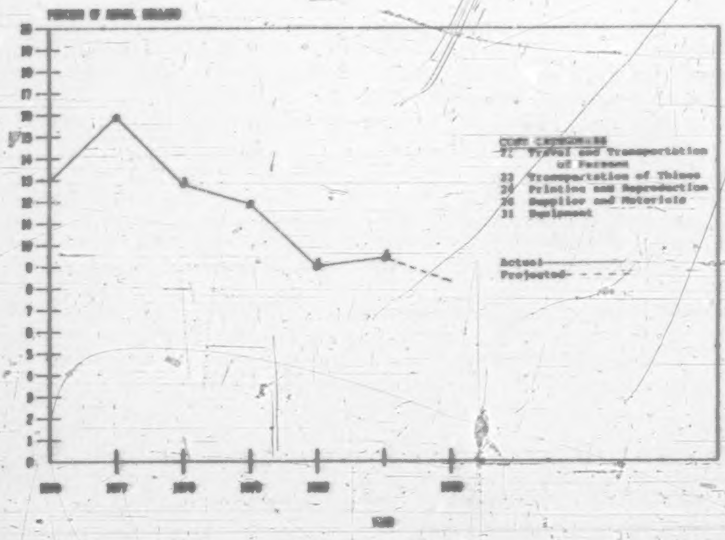
- Personnel costs have been and will continue to be the most costly item in the administrative budget, accounting for 70.8% of our 1982 budget. In addition to

PERSONNEL COSTS, THE PROPORTION OF OUR BUDGET GOING TO RENT, COMMUNICATIONS, UTILITIES AND POSTAGE HAS INCREASED WHILE EXPENDITURES IN MOST OTHER CATEGORIES HAVE PROPORTIONALLY DECLINED.

- THE CATEGORIES THAT HAVE INCREASED - PERSONNEL, RENT, COMMUNICATIONS AND OTHER CONTRACTUAL SERVICES - CAN ONLY BE INDIRECTLY CONTROLLED BY THE AGENCY.
  - — PERSONNEL COST OF LIVING RAISES ARE SET BY THE PRESIDENT AND CONGRESS.
  - — RENT IS SET BY THE GENERAL SERVICES ADMINISTRATION.
  - — COMMUNICATIONS AND POSTAGE INCREASE IN RESPONSE TO OUTSIDE INTEREST IN ENDOWMENT PROGRAMS AND IMPOSED RATE INCREASES.
  - — OTHER CONTRACTUAL SERVICES INCLUDE PANELIST COSTS.
- ON THE OTHER HAND, EXPENDITURES IN THOSE AREAS MOST SUSCEPTIBLE TO MANAGEMENT CONTROL HAVE PROPORTIONALLY DECLINED.

ADMINISTRATIVE COST TRENDS





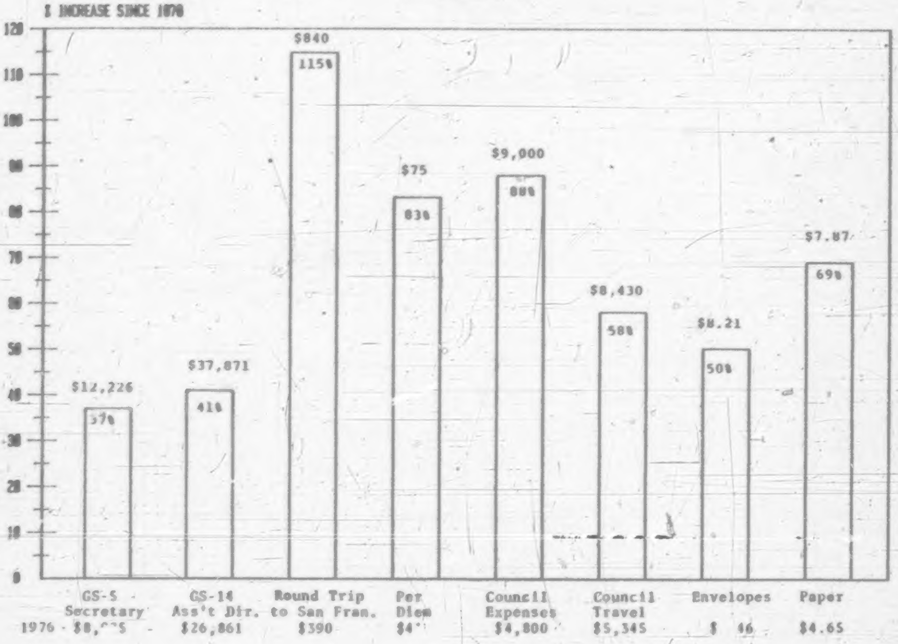
Administrative Costs

The costs of goods and services required by the Endowment have also increased since 1976, reflecting the inflation experienced by the economy during this period. The $7,171,000 administrative budget of 1976 had a purchasing power of only $4,833,000 in 1981.

Cost increases were particularly steep in transportation - a necessary item in holding representative panel meetings. Other representative cost increases are shown on the chart on page 8.

SELECTED ADMINISTRATIVE COSTS

1981 COMPARED TO 1976



Workload

- Workload at the Endowment is the total staff effort required to carry out our legislated activities. It includes both direct labor -- those activities directly aimed towards application review and grant award, and support -- those activities that enable the agency to function as a Federal agency such as the Personnel office, Budget office, Accounting and Congressional Liaison.

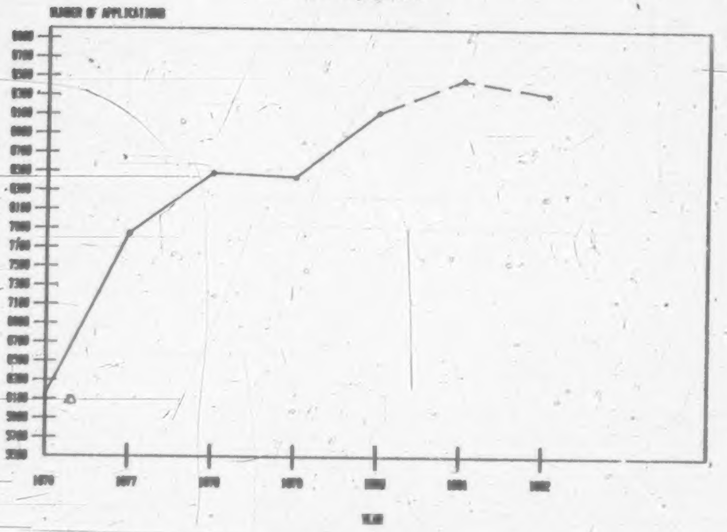
- In accordance with established industrial engineering techniques, workload at the Endowment is measured through the use of a workload indicator that does not in itself represent all workload or work products. Since 1972 the workload indicator used by NEH and accepted by the Department of Labor is the number of grant applications submitted to the Endowment.

- From 1976 through 1980 applications to the Endowment increased from 6,141 to 9,119 or 48.5%. Under the current budget proposal, applications are expected to increase to 9,466 this year and to approximately 9,300 in 1982, or a slight reduction due to the proposed elimination of the Professions and Residential Fellowships programs and a major reduction in Challenge Grants.

- However, stiffer competition for grants, the proposed elimination or reduction of available funds from other sources such as the Institute for Museum Services, NEA and the State Committees, and the heavy publicity recently received by the Endowment will have an unknown effect on the number of future applications.

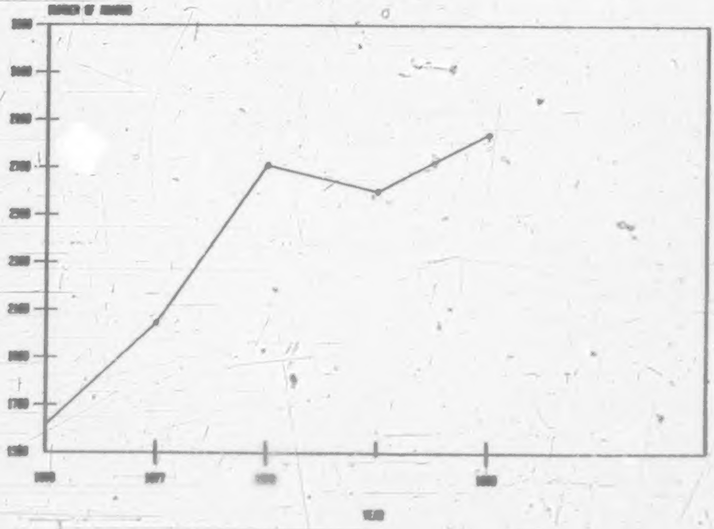
APPLICATIONS RECEIVED

1976 Through 1982



GRANTS AWARDED

1976 Through 1980

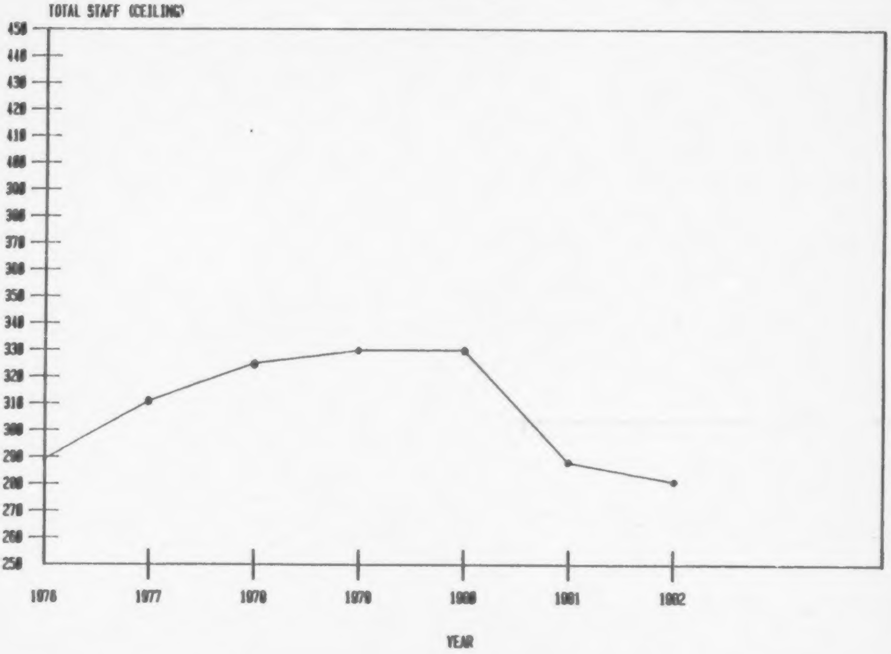


STAFFING

- STAFFING CEILINGS AT THE ENDOWMENT INCREASED BETWEEN 1976 AND 1979. THEN AS A RESULT OF NEW CEILINGS ESTABLISHED, DECREASED FOR FISCAL YEARS 1981 AND 1982.

STAFFING

1976 THROUGH 1982

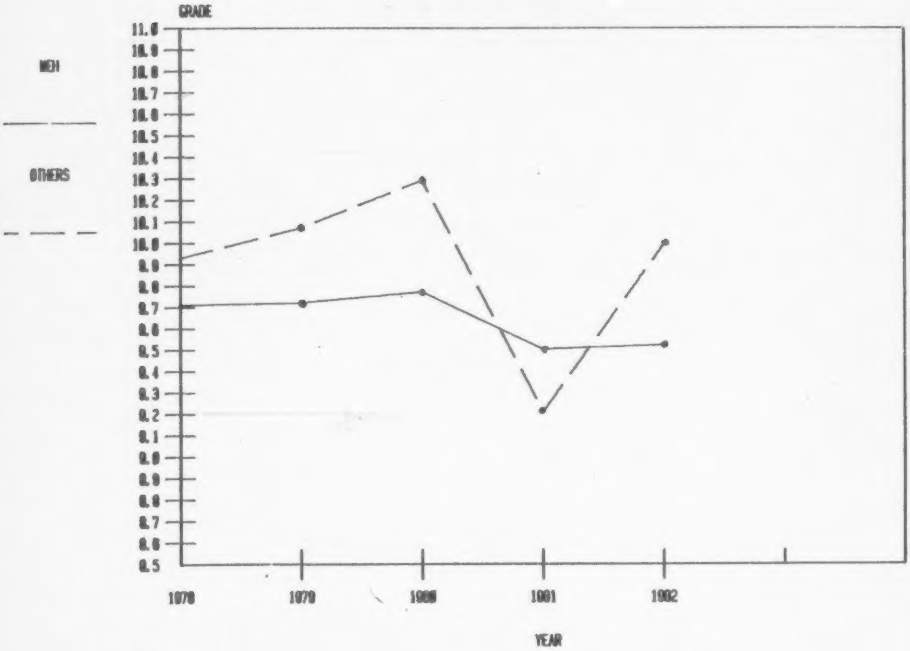


THE AVERAGE GRADE AT THE ENDOWMENT HAS DECREASED SINCE 1976 FROM 9.7 TO APPROXIMATELY 9.5. THIS FIGURE COMPARES FAVORABLY WITH THE AVERAGE GRADE FOR THE FOLLOWING SIMILAR FEDERAL AGENCIES.

-- NATIONAL SCIENCE FOUNDATION
-- COMMISSION OF FINE ARTS
-- ADVISORY COUNCIL ON HISTORIC PRESERVATION
-- NATIONAL ENDOWMENT FOR THE ARTS
-- SMITHSONIAN INSTITUTION

AVERAGE GRADE COMPARISON

1978 THROUGH 1982



PRODUCTIVITY

Two particularly meaningful measures of productivity at NEH are the output per staff year expended and the output per administrative dollar spent. The first represents individual productivity while the second reflects the overall efficiency of the Endowment.

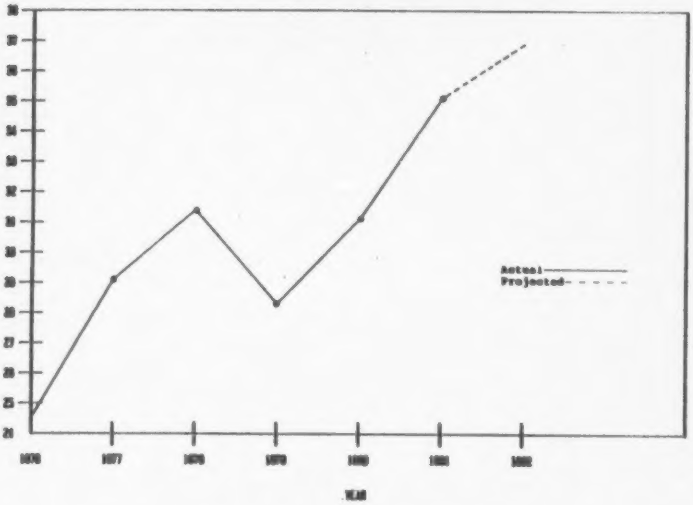
In both cases the record of the Endowment over the past five years has been excellent, reflecting both management improvements and individual effort on the part of staff members.

Applications processed per staff-year increased from 24.5 in 1976 to 35.1 in 1981. In 1982 this figure will have to be increased to 36.9 in spite of a slight decline in the number of applications projected for that year.

Using 1976 as the index base of 100, productivity will have to be increased from 143 in 1981 to 151 in 1982.

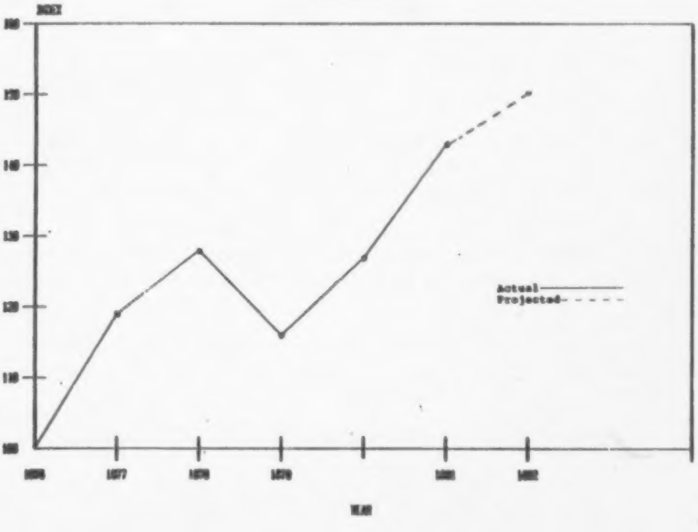
APPLICATIONS PER STAFF YEAR EXPENDED

RECEIVED FROM 1976 THROUGH 1982



PRODUCTIVITY INDEX PER STAFF YEAR

1976 THROUGH 1982

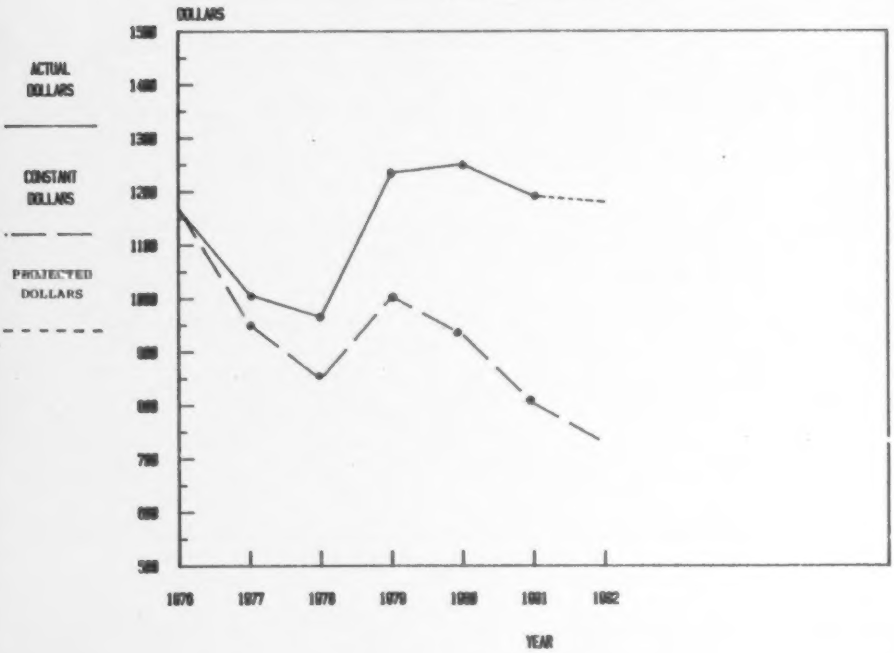


- In 1976, the Endowment spent $1,168 per application. Using constant 1976 dollars, the cost of processing an application in 1981 has been reduced to $803. In 1982, it is estimated that only $729 will be spent, a 37.6% reduction in constant 1976 dollars.

- Even in actual dollars spent, the cost per application will have risen only $12 since 1976 in spite of inflation.

ADMIN. COST PER APPLICATION RECEIVED

FISCAL YEAR 1976 THROUGH 1982



MANAGEMENT IMPROVEMENTS

The Endowment has been able to achieve this record through a number of significant management improvements.

Information Management System

Automation in support of Endowment activities was introduced in FY 1979 and has expanded into a network of systems called the "Information Management System" (IMS). The IMS provides comprehensive support of Endowment administrative and program operations including the following key processes:

- Tracking and reporting of the grant applications from the day they are received through their history of review and ultimate award or rejection.
- Producing award and rejection letters and the follow-up administrative processing and reporting such as preparing accounting obligations, reminder notices, the status of delinquent reports, and other reporting needs. The system tracks the history of the grant throughout the grant period and for three years thereafter.
- Random retrieval of names and selected information pertaining to expert reviewers, evaluators and panelists from which individuals are chosen to review and evaluate applications. The system provides reports on the utilization of these individuals including statistical profiles on the extent of women and other minority participation and other management information as required by law or regulation.

The capabilities offered by the IMS have resulted in major reductions in paperwork and manhours required to process workloads. The more significant savings were:

- Reduced workloads within the Grants Office for an annual savings of five staff years.
- Elimination of four versions of the grant description prepared by various offices and substitution of a standard description for an annual savings of 2 1/2 staff years.
- Development of a standard one-page Application Face Sheet which replaced 23 different versions averaging five pages each. This saves 1,000,000 sheets of printed material per year and reduces the applicant and program staff workloads in preparing and processing applications.
- Shortened time required to prepare the Annual Report by 12 months; saved 600 hours of staff time in preparing the report, and eliminated 60% of the typesetting costs.
- Elimination of the typing and proofing of many thousands of address labels for an annual savings of 1/2 staff year.
- Elimination of the need for 240,000 "Acknowledgement" post cards per year by substituting an automated response prepared by the system.
- Elimination of the use of stand-alone word processing equipment which was costing $75,000 per year.
- Reduced need for contractor computer services by approximately $100,000 a year.
- Many of these improvements reduced the paperwork burden on our constituency.

Automated Payroll/Personnel Activities

In FY 1978 the Endowment converted its manual payroll system to the automated General Services Administration system for an annual savings of two staff years and improved service to employees.

Five Year Plan

A Five Year Plan was developed in FY 1979 which outlined the goals and objectives to be accomplished in the administrative management of agency operations. The plan is updated annually and serves as a valuable mechanism to track progress and recognize accomplishments.

Panelist Appointments

In FY 1978 the practice of appointing panelists to the agency rolls as consultants was discontinued and replaced by panelist contracts. The new procedure eliminated the need for vast amounts of paperwork, including appointment documents, travel authorizations and vouchers and other supporting documents, and resulted in an annual savings of approximately six staff years. Panelist contracts are now generated by the IMS for a further savings in staff effort.

Management Surveys

In FY 1979 the Endowment added a Management Analyst to the staff on a full time basis to assist in evaluating our administrative management processes and developing improved methods of operation. The management surveys completed to date have increased the efficiency and productivity in each office surveyed.

Grant Financing

Between FY 1978 and the end of FY 1980 all grantees who were eligible were placed on the letter of credit funding system. All newly eligible g[illegible]es are funded in this manner. The letter of credit system facilitates prompt fund[illegible] minimizes the drawdown of funds prior to need.

Records Management

During fiscal years 1979 and 1980 the Endowment performed a comprehensive review of its records management procedures and developed a records schedule for the disposition of

OFFICIAL DOCUMENTS. IMPLEMENTATION OF THE SCHEDULE HAS LEAD TO THE ORDERLY RETIREMENT OF FILES, DISPOSAL OF SURPLUS FILES, SAVINGS IN FILING EQUIPMENT, AND A LESS CONGESTED OPERATING ENVIRONMENT.

REPRODUCTION COSTS

IN FY 1980 THE ENDOWMENT UPGRADED ITS IN-HOUSE COPYING EQUIPMENT AND DISCONTINUED CONTRACTING FOR THE BULK OF ITS REPRODUCTION NEEDS. USING IN-HOUSE RESOURCES HAS LEAD TO SIGNIFICANT SAVINGS AFTER THE COST OF THE EQUIPMENT IS CONSIDERED.

SUMMARY AND THE FUTURE

IN 1982:

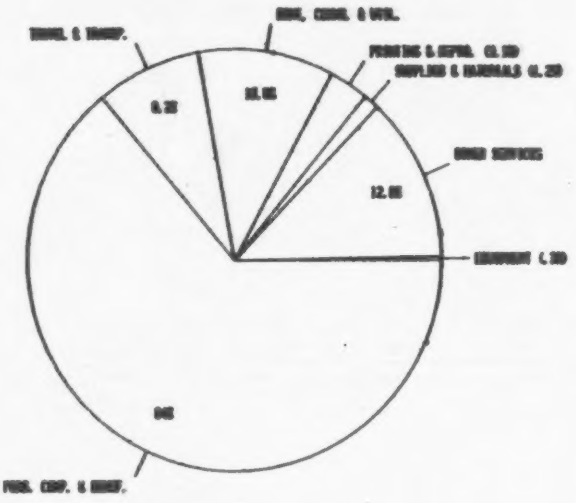
- THE ENDOWMENT WILL RECEIVE MORE APPLICATIONS THAN WERE RECEIVED IN 1980.
- THE ADMINISTRATIVE BUDGET WILL BE REDUCED TO $11 MILLION FROM $11.3 MILLION IN 1981 AND 11.4 MILLION IN 1980.
- THE ENDOWMENT PERSONNEL CEILING WILL BE REDUCED TO 281 FROM 288 IN 1981 AND FROM 330 IN 1980.

IN OTHER WORDS, IN SPITE OF A RETRENCHING OF ENDOWMENT PROGRAMS AND THE PROPOSED ELIMINATION OF TWO PROGRAMS, STAFF WORKLOAD WILL INCREASE WHILE STAFF RESOURCES DECLINE.

IN ORDER TO AVOID COMPROMISING THE QUALITY OF THE PEER REVIEW CONDUCTED BY THE ENDOWMENT AND MAINTAIN THE HIGH STANDARDS OF GRANT ADMINISTRATION THAT INSURES THE PRUDENT USE OF FEDERAL FUNDS, EFFORTS TO IMPROVE STAFF PRODUCTIVITY AND ENDOWMENT EFFICIENCY WILL HAVE TO BE REDOUBLED.

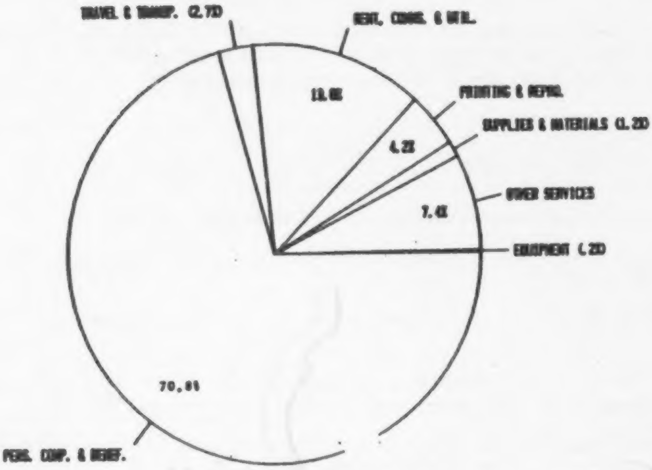
HOW A DOLLAR WAS DISTRIBUTED

FISCAL YEAR 1980



HOW A DOLLAR WILL BE DISTRIBUTED

FISCAL YEAR 1982



APPENDIX

		1976	1977	1978	1979	1980	1981	1982
A.	Administrative Budget (000s)	$7,171	$7,903	$8,180	$10,429	$11,404	$11,277	$11,000
B.	Applications Received	6,141	7,848	8,485	8,444	9,119	9,466	9,325
C.	Ceiling: FTP	195	219	240	246	245	228	221
	Overall	289	311	325	330	330	288	281
D.	Staff-Years expended	251	270	270	298	293	270	253
E.	Applications per staff-year expended ($\frac{B}{D}$)	24.5	29.1	31.4	28.3	31.1	35.1	36.9
F.	Output Index 1976 = 100	100	119	128	116	127	143	151
G.	Administrative Cost per application ($\frac{A}{B}$)	$1,168	$1,007	$965	$1,235	$1,251	$1,191	$1,180
H.	Administrative Cost per application in Constant 1976 Dollars	$1,168	$951	$849	$1,003	$932	$803	$729

NOTES:
1. Figures for 1981, 1982 are estimates except for Administrative Budget and Ceiling.
2. Ceiling figures for 1976, 1977 include portions of NFAH Shared Staff.
3. Constant 1976 dollars were computed using the GNP Price Deflator.

UNDERSTANDING OF PROBLEMS AND PRIORITIES

Mr. DUFFEY. We would be glad to respond to questions if you have some.

Senator RUDMAN. Mr. Duffey, I think before we get into a number of questions, it might be helpful to hear from you and members of your staff in a reasonably precise way how you have applied these reductions, what your rationale was in terms of such applications. I think we might have an understanding of your problems and your priorities.

Mr. DUFFEY. Let me speak first in general terms, Mr. Chairman, and you may want to follow up in any of these areas.

The Endowment's projects are divided into six categories. One is mandated in the legislation to the extent of at least 20 percent of our definite program funds for the State programs.

The others are public programs, programs in education, curricula, fellowships for study and research, research programs, and special programs.

I think our reductions range all the way from something like 20 percent in research to better than 65 percent in special programs.

I tried to apply several principles, and they are as follows:

Some programs are more attractive to private funders, either corporations or foundations. They have received matching money in the past. They have more opportunity to attract private funding. Those programs are the ones that I think were, generally, cut the deepest.

We tried to spare those programs that it, seemed to me, would not find private funding—fellowships, curricula development in colleges and universities, many research projects, as well as those projects for which it seemed to me there was the most compelling case to be made for public responsibility.

Senator RUDMAN. Could you give us a few examples of those kinds of programs?

Mr. DUFFEY. Right now we have really a desperate need for more work in the areas of history, and in the humanities in general, with regard to the civilizations of the Middle East. We don't have adequate materials to teach about these civilizations in our elementary and secondary schools, let alone our colleges.

The Endowment has been funding the development of some materials and some experimental programs in this area. It is unlikely, it would seem to me, that the private sector would be responsive to that area.

That research and work is based upon very basic scholarship—the preparation of an encyclopedia of Islam, for example, or the translation of certain basic classic texts which will give us a more accurate understanding of the civilizations of the Middle East and Asia. Those were spared.

We have a severe problem with younger scholars and teachers in colleges and universities across the country, especially in more remote areas, who have trouble keeping up with their disciplines.

The field of American history, for example, is also changing dramatically. There are certain groups that have been left out in the way we told the story. The opportunities for teachers to study at a major university center in the summer, where there is a library, catching up with their disciplines—the fellowship programs which it seems to me are least likely to make a compelling appeal to private funding sources—were spared the knife a little more than others.

Maybe my colleague, Geoffrey Marshall, would like to say something.

Mr. MARSHALL. There is also the international exchange of scholars, Senator. The Endowment provides funds to certain scholarly organizations in the United States which, in turn, conduct competitions for exchanges between scholars in the United States and Russia, in one case Latin America, and in Eastern Europe, for example. The scholarly exchanges with the People's Republic of China are also supported, and those exchange programs are sustained in the proposed budget for 1982.

DISCONTINUED ACTIVITIES

Senator RUDMAN. Let me follow on, then, with this question: As you apply reductions across the board in the program using the criteria you have outlined, which certainly seem reasonable, give us an example of some of the programs and some of the projects that were underway that will have to be discontinued because of these applied reductions.

Mr. DUFFEY. There are not a large number of such projects that are underway that will be discontinued because we do not provide continued, sustained funding for ongoing projects, and we do not provide continued funding to organizations. Each application comes in new, and is considered in terms of a particular project.

There are a couple of exceptions where there are ongoing activities. But even there, the application for continuation has to compete anew.

Senator RUDMAN. I'd like some flavor of the things that will not be done as a result of budget reductions.

Mr. DUFFEY. We eliminated one program which permitted scholars and teachers from more remote areas to spend a full year in the areas where there were libraries, working with a master teacher in the field. We will not be able to continue that program.

I suppose the area of greatest growth—although we don't designate subject matters but respond to applications—one of the areas of most intense interest has been American social history.

There are a number of archival materials that have been lost or found, sometimes in courthouse and library basements, family diaries, oral and other histories, particularly from the 1930's and the turn of the century. A number of our grants in recent years have gone to various parts of the country to make those materials available, to edit them and examine them, to take those that are most useful and microfilm them so they can become available for the research that is being done in American history. That work will suffer dramatically because there will not be funds for those kinds of applications in the future.

We operate on a peer review system, Senator. We don't have entitlement categories. Grantsmanship is a strange and marvelous process. We have tried to be more responsive to those organizations that don't have offices in Washington, and that don't have contract staff. And I think we have made some progress in the last few years.

But I suspect that the intense competition with reduced funding will mean that it will be much more difficult for all groups. We will find it difficult to provide as much staff time as we have in recent years because of reduction in staff, and I think those applications may have a more difficult time in competing unless the Endowment prescribes very special categories of competition for them.

Mr. MARSHALL. May I mention one or two others to give you the flavor.

I think one of the obvious areas in which there will be a decrease in our ability to support is in production of programs for the general public through television and through public libraries. These were difficult areas for us to begin in because there was not a long history of it in the United States, but we have gotten to the stage where a number of things are in the planning process. The Endowment has helped that. So there are a number of production groups now at work on films, to some extent library programs, museum programs, expecting they will bring to us applications to put these in full form—a touring exhibit, a series on television, and so on.

Our reductions will affect those groups considerably because, as the Chairman points out, although those are areas where there is some private support, there will not be funds available through us.

Another area is special programs. I can give an example of a program in Brooklyn which involves an entire city's cultural organizations cooperating in a project called "Brooklyn Rediscovery," which would also be the kind of activity, because of the scope and so on, we will have to withdraw from.

Senator RUDMAN. Thank you.

TRENDS IN SUPPORT FOR THE HUMANITIES

Mr. Duffey, last year you noted that institutional and State and local governmental support for the humanities had started to decline. Has the trend continued? Can you give us any numbers on that?

Mr. DUFFEY. We will separate out two categories: Support for basic institutions, particularly in terms of higher education institutions, is in some parts of the country under severe stress at the moment. Universities in the Northeast and Midwest, many of the "Big Ten" universities, are in a period of what the administrators now call down-sizing. Universities grew quickly during the 1960's and now are making reductions.

Funds available for special projects, for research activity, for curricular development at a time when many areas of knowledge are changing, are extremely scarce.

One of the points I was making last year is that the Government's funding in this area in the arts is said to account for about 10 percent of the funding in the entire United States. For humanities it would be less than that because we are talking about the field of libraries and universities and scholarship. But the Endowment's role is to provide a small margin of opportunity for the activities that would not otherwise get done.

A university or college, for example, that has been teaching its classic literature with very little regard to the diverse areas of the United States—concentrating on northern and western Europe in a limited way, with practically no acknowledgment of the cultures of Latin America or Southern Europe—and wants to revise that so it reflects the heritage of our people, simply doesn't have the basic resources there. And the last year has shown, for most of the higher education institutions in the United States, no significant change in that at all.

PRIVATE GIVING

Senator RUDMAN. The original fiscal 1982 budget indicated that some $39 million would be raised as matching funds for Endowment programs. With the revised budget, only $15 million will have to be raised for a match.

That raises an interesting point. Is there the possibility that these donations might be raised or maintained without the incentive of Federal support?

Mr. DUFFEY. I don't think we know yet. A couple of major corporations in the last week or 10 days in their annual meetings have decided to increase their corporate giving. In two cases I am thinking of, major corporations that have given about 1 percent of their pretax profits have now decided to give 2 percent. They are going to have to face the sensitive problem of trying to administer those funds in a fair process without being accused—these are problems we all confront in a very sensitive area—of trying to interfere with artistic or intellectual freedom. That kind of problem will certainly increase.

The question in my mind is which areas will be most attractive for private funding.

I think the use of the matching money has been a way in which the society and the Government have said to the private sector: These things are particularly important. They are in the national interest. It is in the national interest that we maintain strong research libraries, for example. And private support has found that very attractive.

If I had to guess at the moment, I would say that some of those projects which have been examined carefully and found to be projects of national importance will probably suffer because they will not be able to compete with the more flashy or interesting projects. We may have a situation in which some symphonies and ballets, some universities, in some parts of the country where wealth is concentrated, will do extremely well with private money. But many institutions will not. They will not have that incentive of public money, and the opportunities are just not well distributed across the country.

So my guess is it will be a very mixed picture. There will be areas where, I think, private support will more than pick up the slack, but other areas they will tend to neglect.

Senator RUDMAN. Will the reduced Federal budget serve as an impetus for a more aggressive fundraising at the institutional level?

Mr. DUFFEY. With regard to the challenge grant program, there is no question that the withdrawal of Federal funds will force institutions to look elsewhere for funds whch are discretionary in nature and provide for general operations. In fact, we have heard already of an increase in the number of proposals beginning to descend on foundations.

With regard to Treasury funds and matching in State programs, we are hopeful that there will be increased foundation, corporate, and individual giving for humanities projects. The withdrawl of the Endowment from a number of these activities will force applicants to look for other sources of funds.

We have heard from foundation people who do not expect to be able to honor all those requests, particularly as their capital market value declines. The corporate sector may be better able to fill the vacuum created by the withdrawal of Federal moneys. This sector uses less than 1 percent of the 5 percent allowable deduction on taxable income to be given for charitable contributions.

Senator RUDMAN. With fewer Federal dollars available, might it be reasonable to attach a 3 to 1 matching requirement to the program funds to attract more incentive, if you will, or create more incentive to keep these dollars flowing?

Mr. DUFFEY. We have a major continuing responsibility at the moment, of course, with regard to the research libraries, and we are looking at that possibility, indeed, as we make our next round of grants. I think that will be an attractive way of testing and challenging private funding, and I would hope we could do more of it.

Senator RUDMAN. Well, particularly since it is reasonable to assume that the match would have had come this year in the amount of $39 million had there not been reductions. There is a difference there of $24 million, which it seems a shame to lose. So as I said to someone the other day, we may want to take away the carrot, but I suspect we may want to keep some part of the stick.

Senator DeConcini, do you have any questions?

Senator DECONCINI. Thank you very much, Senator Rudman.

OMB ROLE IN REDUCTION

As everyone else in this body, I often need to be several places at the same time. If I could ask the indulgence of the chairman, I'd like to submit some questions for the record on the Endowment for the Arts, whose testimony I missed. In reference to the Humanities, I am most regretful that the budget has the severe reductions.

I would like to ask Mr. Duffey, Mr. Chairman, if I may: In the course of preparing the revised request in the budget, did you have an opportunity to make a full presentation to OMB? Were you satisfied that you were given ample time to express why the Endowment should be, what appears to me, somewhat singled out for 50-percent cuts or more, while many other reductions were in the 20- and 25-percent category?

Was that a discussion that was brought up and gone over, and did you get any answers to that question if it was asked?

Mr. DUFFEY. There was no previous discussion or consultation on that, Senator, but in that particular regard we probably weren't singled out. I do think, obviously, the reduction is much greater than that put on a number of other agencies. There were, in the OMB rationale, several assumptions. I read those assumptions for the first time in the administration's budget book and responded to them. I had an opportunity to respond after the fact.

One assumption suggests that the Endowment is the so-called funder of first resort, which I think is not the case, and that it has discouraged private funding, which is also not the case.

But let me say I have some sympathy with the new administration coming in and in the early months wanting to make a very large across-the-board set of reductions.

The fact we were not consulted was also true for many other agencies.

Senator DECONCINI. I think perhaps it was and, frankly, I applaud the administration for making some of the reductions and putting forth the efforts they have made.

What troubles me is I feel the Arts and the Humanities have been singled out for a very unfair proportionate cut. And I wondered whether there was any opportunity for you and your staff to say, we are willing to bite our share of any bullet, and we are willing to face the economic realities today, but why, OMB, were we singled out or, if not singled out, lumped in with several others who took such large cuts?

And I guess the answer is that that was never posed to you.

Mr. DUFFEY. I did respond to that, in fact.

Senator DECONCINI. Well, thank you very much, Mr. Duffey. I think you and your staff have done an outstanding job in the administration of these funds, and we are going to face some difficult times. I am just disappointed that the reductions are so severe in areas that I think are extremely important.

Mr. Chairman, thank you for letting me interrupt your questioning, and I appreciate your courtesy.

TYPE AND LOCATION OF GRANTEES

Senator RUDMAN. Mr. Duffey, I'd like to go on to just a few statistical items that the committee would like to have in this hearing record this morning.

First, in the area of higher education, in fiscal 1979, 30 percent of your budget was used to support various research and scholarship programs at universities. The average cost-sharing for these programs was in the range of 15 to 20 percent. With fewer dollars available, do you anticipate the support for university programs will increase or decrease as a percentage of the Endowment's total program?

Mr. DUFFEY. Given the way we have made cuts, the proportion will increase. While we haven't yet calculated any percentages, I feel very safe in saying that would be the case.

Mr. MARSHALL. The reason would be partly, as the chairman has said, the focus the proposed budget gives to research and other activities, but it is also because America's resources in history and literature and philosophy have at least a good portion of their source in the faculty of America's colleges and universities. So grants are a little deceptive if considered only in terms of the recipient. You may be the recipient of the grant, but the ultimate beneficiary is not simply you, but the public.

Senator RUDMAN. If we may turn to your library projects, the funding, which has been at a level of approximately $3.4 million, will no longer come from a separate account but rather will come from the total of $4.6 million available for museums and historical organizations. Will you tell us how much of the total you estimate will be available for library projects?

Mr. DUFFEY. $1 million of that would be earmarked for competition for library programs.

Senator RUDMAN. $1 million of the $4.6 million?

Mr. DUFFEY. Yes.

Senator RUDMAN. So it would be a reduction of approximately $2.4 million that is devoted to library projects?

Mr. DUFFEY. Yes.

Senator RUDMAN. Would that have been in the same percentage had there been aggregation before, in terms of the amount that would be going to museums and historical aggregations vis-a-vis library organizations?

Mr. MARSHALL. Yes, sir. I think it would be, within 10 percent of the same proportion.

Senator RUDMAN. The Endowment has been taking some steps through the use of workshops and consultants to improve the capability of certain areas of the country to compete more successfully for Endowment grants. You alluded to that in your earlier statement. Will this work continue, or are we going to see more concentration in larger States? And I am particularly sensitive to that.

Mr. DUFFEY. I can only speak of what will happen until September, since some of this will rest with my successor. I hope it will continue. My own judgment is that the expectation that the Endowment behave like a national public foundation, like an agency that is responsive and accessible to the extent possible to the whole population, would require that it continue.

There are two serious administrative problems. One is staffing. We have been, even before this administration came to office, under a freeze, and our staffing is quite limited. This kind of activity is very staff-intensive. On the other hand, I think we must find ways to continue it.

Also our travel budget is reduced. Our travel budget was reduced even before the current stringency.

But I don't think it would be wise or appropriate for any future Administrator of the Endowment to neglect this particular problem. If you are not going to have categorical programs, if they are going to be competitive, then you have to have an opportunity for everyone to know what criteria are used in judging. If you are only going to have one office in Washington, you have to provide an opportunity for people to feel a sense of what the Endowment is there to do and how they might relate to it.

I think this kind of activity which we have begun, and I am very proud of, really must continue, even, frankly, at the cost of some programs, or contracting to other organizations in order to see that the work goes on. Otherwise we run the risk of creating, in a sense, an endowment for just those who know about it and have access to it.

LARGE AND SMALL INSTITUTIONS

Senator RUDMAN. I think it is that, Mr. Duffey, and something else. Generally speaking, when you are talking about the kinds of grant applications that people prepare for these programs, those academic institutions with great faculties and substantial resources of their own obviously tend to make proposals which are far more attractive to those who are responsible for awarding grants than many smaller institutions.

Historically and accurately, those institutions tend to be concentrated more in areas of high population density, with substantial individual and corporate wealth.

It seems to me that if the reductions are final in the scope that is proposed by the administration, there is a great risk that many of the smaller institutions in smaller States that have sparse populations, and in many instances do not have the faculties and the resources of some of the great universities of this country, could suffer greatly from participating in this kind of program.

I think that would be tragic because there is substantial talent in many of the small colleges and universities across this country, even if they do not have the access, the connections, or the knowledge that the major universities and colleges have.

So I hope that your successor and your permanent staff will be mindful of that, because it seems to me that that is a particular problem that you are facing with the scope of the reductions that are before us today.

STATE PROGRAM ALLOTMENTS

The budget request for State programs totals $13.2 million, a decrease of almost $11 million below the fiscal 1981 level. Does this mean that all States will just receive the basic allotment of $200,000?

Mr. DUFFEY. No.

[Discussion off the record.]

Mr. DUFFEY. Here are some calculations. Let's see. Would you let me take New Hampshire as an example, Senator?

Senator RUDMAN. That would be very interesting [laughter] not, of course, that we have any parochial interests on these committees.

Mr. DUFFEY. Currently the base is $327,000. The applications are received competitively, so that certain standards must be met to receive that basic grant. Beyond that, the applications are competitive and reviewed by panels.

Now, the proposal for 1982 would make the base grant $219,000. So there is a reduction of more than $100,000 in the base itself.

That funding would continue to permit some principle of merit in the competition, but it will be a severe blow to the operation of the State programs.

Now, they will have a period of time to prepare for it, and for some it will mean an examination of the relationship of administrative costs to grant-making.

The problem we will face with the reduced budget is what criteria to use in the competition. The Congress asked us in our reauthorization to reserve 30 percent of the State funds for competitive response and merit. The States' programs vary. Some of the programs are better than others, and these funds are an incentive. But I shall advise my successor to look very carefully at that formula again and try to preserve some incentive, although I think 30 percent is more than it will be possible to reserve. We may come closer to something of an allotment based on population and other factors rather than being able to continue the merit principle in the distribution of those funds.

Senator RUDMAN. Based on information provided for the record last year, this reduction will result in cuts at the State level ranging from a minimum of over 50 percent to a maximum reduction of 87 percent for the State of California. Do these funds support both administrative and program costs at the State level?

Mr. DUFFEY. The grants from NEH support a modest administrative budget for each State program, but 70 percent to 80 percent of the funds, at current levels, are used for direct program support, that is, for regrants by the State committees to institutions in each State.

Senator RUDMAN. I take it, then, it is not anticipated that any of the State organizations will have to close down operations.

Mr. DUFFEY. No, I don't anticipate that. The State programs will be where they were some years ago. Many have just begun to gain momentum and attract private interest and some even carry State interest.

Mr. MARSHALL. I wonder if I could just add one thing. The legislation has a formula for the distribution of funds. That formula, when a reduction is experienced, affects the most populous States the most, and I think we ought to acknowledge that the impact of these reductions will be felt most severely in States like California and New York.

Senator RUDMAN. On the average, how much do the States expend on administrative costs?

Mr. DUFFEY. Under current NEH guidelines, a State council may spend $85,000 or 20 percent, whichever is greater, of its definite funds for administrative costs. Administrative costs include staff salaries, office rental, equipment, travel for committee members to attend meetings of the State committee, fiscal services, auidts, and evaluation. All but the nine largest State programs use the $85,000 figure. In addition to these funds, several councils—stimulated by the incentive of NEH matching offers—raise private funds for administrative expenses.

Senator RUDMAN. Are there limitations on the amount of administrative costs the States can apply?

Mr. MARSHALL. Yes.

Senator RUDMAN. There is, obviously, otherwise you'd end up with a large staff and zero for allocations.

Mr. DUFFEY. We now have limitations, and we'd have to enforce them. Most of the States will have a period of time in which to make those adjustments. I think we are now in the vicinity of 20 percent of grant funds as a maximum for administration.

Mr. MARSHALL. Yes.

Mr. DUFFEY. I don't think we'd be inclined or disposed to change that very much, although there may be a period of transition.

Senator RUDMAN. I think that should continue to be looked at. That figure seems a reasonable one, but you would not want to have a situation where you kept a rather large administrative organization to the detriment of those organizations that use the funds for direct grants.

Mr. DUFFEY. I don't think that would be a good way to operate.

I stress again Mr. Marshall's point, that it is the large-population States that will suffer the most.

CHALLENGE GRANTS

Senator RUDMAN. Can we talk about challenge grants for a moment. The budget request for challenge grants is $9.6 million, a level approximately commensurate with the initial challenge program of fiscal 1977. In that first cycle, grants were made to 108 institutions. How many new grants do you anticipate being able to make in fiscal 1982?

Mr. DUFFEY. We don't anticipate being able to make any. Our challenge grant program, unlike others, is a 3-year program. So the second and third years of the program are awarded subject to the availability of the funds.

With this funding we will be able to continue next year, on a somewhat reduced basis, the grants that have already been made. We are not quite certain yet what the demands will be, but we will not be able to make new awards.

The following year we should be able to make some new awards.

Maybe Mr. Goodell, who is here, can say something.

Senator RUDMAN. Can you identify yourself for the record.

Mr. GOODELL. Stephen Goodell, Assistant Director in the Division of Special Programs.

Senator RUDMAN. Thank you.

Mr. GOODELL. $9.6 million will allow the Endowment to honor exactly one-half of the commitments which have been made for fiscal 1982. As the Chairman has pointed out, we will honor half of the commitments, but we will not be able to make new grants. Because these are multiyear grants, we will have to be thinking in terms of 1983 as well as 1984.

I don't know, frankly, what the situation will be in 1983 and whether the program can respond to new applications.

Mr. DUFFEY. We will extend those grants 1 more year. We hope to honor the commitment eventually.

I think we might enter into the record, Mr. Chairman, the number of applications we have received for this year's program.

Mr. MARSHALL. We had nearly 300. We had 286 letters of intent for this year, so it would have been about 300 applications.

RESEARCH ACTIVITIES

Senator RUDMAN. To move on briefly to research programs, there is $2.2 million for research programs for five grants. Are these going to be ratably reduced, or are we going to eliminate one or more of those?

Mr. DUFFEY. That must be one particular category, Mr. Chairman. Let me find the document.

Senator RUDMAN. It is the intercultural.

Mr. DUFFEY. This category provides the basic funding—in some cases now the only funding—for people who are working on other cultures of the world from the point of view of the humanities. There have been lots of economists and demographers and others, but these grants provide support on a competitive basis for humanities scholars.

Let me see. We would be talking about 150 fewer scholars in 1982 than the 450 in fiscal 1981. We would dramatically reduce the number of projects.

Let's take the Soviet Union for the moment. In recent years our scholars were just beginning to get access to some of the historical documents that were some of the most sensitive materials in that society. Whereas we may consider our scientific materials sensitive, they consider certain aspects of their history to be very sensitive.

We have not been able to take full advantage, even with the budgeting we have had, of the opportunities to send scholars there. Now we will have to dramatically reduce those.

The same thing is true for China. And just in the last couple of years we have also begun to make some kind of headway with this kind of scholarly work, preparation of materials, and so on, in Latin America.

So all those projects will be cut back dramatically. However, it is an area we will try to preserve because it is a priority area for us.

ADMINISTRATIVE COSTS

Senator RUDMAN. Can you talk for just a minute about your administrative costs.

Mr. DUFFEY. Yes.

Senator RUDMAN. I believe I am correct in stating that your coming year request is $11 million. How does that compare with the previous year. And let me ask you the same question I was asking about the State agencies. Is there anything you can do to free up more money for granting to the various recipients by reducing administratives costs in your operation?

Mr. WHITELAW. Our 1981 appropriation is $11.3 million. We requested $12.7 million in the original fiscal year 1982 budget and so reduced that.

We went back to the last year in which we had an $85 million budget to compare what our spending would be in 1982. It was 1976. In 1976 our administrative budget was $7.1 million. The value of $1 as between 1976 and 1982 would be 67.5 cents.

Senator Rudman. That is this chart that we have in this presentation [indicating]?

Mr. Whitelaw. Yes. We have reduced our travel. We were considering a move to the old Post Office Building, and that has been cut out. The questions asked of the Arts Endowment about the Federal Council—we have taken all our money out of the Federal Council. There will be no funds in 1982 for the Federal Council.

We reduced our overall personnel. They are being cut to a total of 281 people. Our original request was 322.

We expect our application workload to increase by at least 50 percent over what it was in 1976.

So we are doing much, much more with less people, and really with less dollars, taking account of inflation.

Mr. Duffey. I think I can say this, since the members of the staff and my other colleagues at the table were mainly responsible: The Endowment's administrative record has been very good for the last 4 years. We are a lean agency. In fact, in constant dollars, our administrative budget now is less than it was in 1976.

The cuts, therefore, hit us very severely, and I don't think it would be responsible—and I want to avoid any kind of special pleading, but I think a further cut in our administrative budget would be irresponsible in view of what we described earlier.

Let me give you one example. Part of the competitive process, if the decisions are being made by panels, rests upon the participation in those panels of individuals who come from all parts of the country and bring a wide variety of experiences. We have done very well in the last 4 years at increasing the number of new people from diverse institutions who participate in the panels. That is an expensive process, but a safer process than having the chairman or the staff make the decisions.

Next year we will have one-half the amount of money to run those panels than we have had in fiscal 1981. And next year we will have at least the same number of applications. So we will face severe problems in the administration of a credible peer review system.

Part of our dilemma, I think, is that we came into this situation having tried to pare our administrative expenses down over the last 4 years. So we are not just beginning at this point.

I think it will be a major headache for the person who follows me, frankly, trying to deal with this particular problem.

INFLATION AND GRANT SIZE

Senator Rudman. Well, let me just go through some calculations that the staff did which don't quite come out the same as your own calculations. Let's play a numbers game here for the moment and apply inflation on both sides of the equation.

In fiscal 1976 it cost $7.1 million to administer a total program of $86.6 million. Using the GNP deflator you provided, it will cost $6.7 million in 1976 dollars to manage a program of $28 million which is the deflated value of the 1982 budget request.

Let's follow that. This means that in fiscal 1976, 8 percent of your costs were assigned to administration, while in fiscal 1982, 24 percent of your costs would be assigned to administration if you apply the deflator on both sides of the equation.

If you want to use those figures, you will have to explain a 300-percent increase in administrative costs.

I understand the arguments against that, but you can see how that could concern us.

Mr. DUFFEY. I think we will, in fact, deal with more applications. The other factor that you have to include is the change in the actual size of the grants.

I don't think the size of grants has risen anywhere close to the inflation factor over the course of the past 4 years. So, in fact the number of applications and the number of grants made have increased over the last 4 years.

Senator RUDMAN. That exercise proves you can do almost anything you want to do. [Laughter.]

Mr. DUFFEY. Yes. One of the questions that has been raised—and it is simply a management problem—is why we don't cut the staff in half or all the programs in half. The administration plans for this agency to be back to $100 million by the end of fiscal 1985. We are now entering fiscal year 1982. We have had a freeze for the last year, and now we have a different kind of a freeze. It is a harder freeze in terms of personnel. We calculate our personnel level will be proportionately less for the administration of $100 million, than it will be in fiscal year 1982.

You are suggesting that by deflating the overall budget you could deflate the personnel. But it is awfully hard, it seems to me, in management terms in dealing with this kind of a program, to do that unless you could demonstrate that you are making fewer grants and the grants are deflated. And that hasn't happened.

In some cases I think that is appropriate, but there is simply the other factor of the number of applications.

But you are absolutely right. We could prepare an even more complicated procedure.

Senator RUDMAN. I was just looking at your graph.

Mr. Duffey, thank you very much for your testimony this morning, and on behalf of the committee we thank you for all your work on the Endowment.

I know that soon after being appointed to this committee, the Appropriations Committee and this particular subcommittee, it was just incredible how many invitations I received to go to educational institutions, museums, and libraries in the State of New Hampshire, and my education has vastly increased.

We will look closely at the request.

ADDITIONAL COMMITTEE QUESTIONS

The committee has some questions that we will submit for your response.

[The following questions were not asked at the hearing but were submitted to the Department for response subsequent to the hearing:]

ADDITIONAL COMMITTEE QUESTIONS

Federal Council on the Arts and the Humanities

Question: Mr. Duffey, your justification does detail the revised fiscal 1981 expenditures for the Federal Council and makes note of the fact that funds will be expended for the Council in fiscal 1982. The justification further notes that you will limit your contribution to $70,000 as suggested last year by the Senate. Is it your understanding that the Council is to function for the entire 1981 fiscal year?

Answer: While no firm target date has been established for the Endowments to terminate the details of employees assigned to the Federal Council, it is expected that staffing of the Council will be phased out before the end of the year. The Council itself is not being discontinued. The legislated mandate of the Council will be carried out, as was once the practice, by staff assistance of the appropriate agencies - without detailing, and as required. A new Chairman of the Federal Council and/or OMB may wish to alter these plans, but they seem the most feasible under present personnel and budgetary constraints.

Distribution of Reductions

Question: The fiscal 1982 reductions for regular programs when compared with the fiscal 1981 level range from a reduction of about 60% in public programs and special projects to just a 33% reduction in research. What was the basis for the various rates of funding?

Answer: To the extent that time permitted, the Endowment attempted in revising the original FY 1982 budget request to follow the careful and deliberate process employed in preparing the original FY 1982 request. The revised budget was prepared, in other words, after consultation with the National Council on the Humanities concerning agency priorities in a time of reduced funding, and with advice from program staff assessing the immediacy of needs in the various program areas. This budget reflects the Endowment's attempt to respond to the needs of our constituencies, the priorities articulated by the National Council, and the mission legislated for the agency by the Congress. Private philanthropy is being called upon to shoulder more of the burden of supporting and encouraging cultural activities. Because that support tends to be focused in particular areas of interest to the donors -- namely, the more visible public areas -- it was considered essential to provide a measure of protection for those activities which would probably not enjoy the fruits of increased private philanthropy as greatly. These would include scholarly resource development, research activities, and curriculum and teaching projects. More public-oriented activities, such as projects to provide assurance that research, scholarly, and educational activities, will continue to be sustained.

Question: In the original fiscal 1982 request, media programs would have received an increase of 15%, fellowships an increase of 10%, and research an increase of 9%. It seems that these priorities were just reversed when making the reductions--media is reduced by 60% from the '81 level, fellowships by 42%, and research by 33%. How is it that the programs which originally would have received the largest precentage increase, now receive the largest pertentage decrease?

Answer: The original FY 1982 request asked for $11 million for Humanities Projects in Media (an increase of 15 percent over FY 1981 in order to continue to develop and expand the vehicles of radio and television as relatively inexpensive (per capita) means or providing large numbers of people with quality humanities programming), $17.4 million for Fellowships (an increase of 10 percent over 1981) and $20.4 million for Research (an increase of 14 percent over 1981). The revised FY 1982 request asks for reductions from 1981 in those programs of 60 percent, 42 percent, and 28 percent, respectively.

It is correct that, in some cases, in order to minimize the impact on the agency's constituency, the Endowment kept programs which are concerned with research and scholarship at a higher level of funding than more public-oriented programs. A main reason for this is that consultations with agency staff, the National Council on the Humanities, and others, as well as the agency's own prior experience, indicate that activities focused on the public (such as those using the vehicles of radio and television) are better able to draw private support. Thus, the proposed distribution of funds reflects the agency's desire to keep the possible negative effect of budget cuts to a minimum.

The Division of State Programs, which is focused almost exclusively on public humanities programming, would, under the proposed FY 1982 appropriation, receive more of the agency's budget than any other single division. Through the state humanities committees, the Endowment will be able to support public-oriented projects across the country.

When the activities of the Endowment are compared on a divisional basis (rather than program-by-program), it is clear that those divisions which would have received the largest percentage increase over FY 1981 in original FY 1982 budget would now receive the smallest percentage decrease:

Divisions ranked by size of increase over FY 1981 in original FY 1982 budget, in descending order:	Divisions ranked by size of decrease FY 1981 in revised from FY 1982 budget, in ascending order:
Research	Research
Education	Education
State	Fellowships
Fellowships	State
Public	Special
Special	Public

Question: What is the audience for public programs as compared with the end product of research projects?

Answer: For FY 1980, the direct beneficiaries of Research grants (i.e., those who have received NEH funds) are approximately 2,500 persons. The indirect beneficiaries consist of the readership of the publications produced by the division's grants. Highly specialized scholarly works have print-runs of about 1,250 copies. Most of these copies are bought by libraries. With three readers per copy, there are 3,750 readers per grant. Two-thirds of our grants produce books; for example, 400 were produced in FY 1980. This would give us an annual readership of 1.5 million. About 100 of these awards however, were supporting the production of reference works, such as dictionaries. Our investigations show that one of these reference works may be consulted as often as one million times in a year.

With 300 awards benefiting a readership of 3,750 apiece (or 1.1 million total) and another 100 awards benefiting a readership of at least 250,000 apiece (or 25 million total), the ultimate beneficiaries of Research grants could approach 26 million annually.

During the fiscal year 1980, the comulative public audience that has been identified for NEH public programs through surveys, rating, and actual counts and projections is almost 75 million. This total figure includes audience figures for radio and television projects, attendance at interpretive exhibitions, and participants in community library projects.

Question: Within some limits, shouldn't we attempt to maximize the public exposure to the products of Humanities funding?

Answer: Yes. The Endowment was charged by the Congress with a many-faceted mission, including assisting scholars and teachers in the humanities and the institutions which nourish their work in investigating the key questions in their scholarly disciplines and helping them communicate the products of their work through more effective teaching and publication. In addition, the Endowment is charged with fostering, in the public at large, an awareness of the importance and value of the humanities for contemporary life in America. The Endowment's FY 1982 budget request represents a carefully weighed balance between these complementary goals and their corollaries. The agency's enabling legislation requires that at least 20 percent of Definite funds be allocated to the States for the purpose of meeting the humanities needs of the public within the States. The Endowment has for a number of years allocated more than this minimum to the States and proposes to do so again in FY 1982. Nearly 45 percent of the Endowment's grant-making resources have the American public as primary beneficiaries through such activities as interpretive museum exhibits, humanities media programming, and outreach activities to non-traditional audiences. Challenge Grants also provide crucial support for the cultural institutions of the Nation, which are enjoyed by millions each year. The Endowment's Education programs which support revision and reform in the humanities curricula of the Nation's schools and colleges, also affect millions of Americans. Even the Endowment's support for scholarly research projects often ultimately benefit wide audiences through books and articles. In short, as a public agency, the Endowment is very conscious of its obligation to the taxpayers and citizens throughout the Nation and strives to maximize the benefits accruing to all Americans through NEH-supported projects, whether they are targeted directly upon the public or reach the public through subsequent dissemination.

Question: Which of the proposed media programs will receive emphasis under the revised budget request?

Answer: In terms of format, emphasis will be placed on individual documentary television programs (rather than multi-part series or programs in a dramatic mode). Documentaries are considerably less costly than dramas and are capable of exploring complex subjects in an analytical, interpretive way. In terms of subject matter, emphasis will be placed on projects rooted in those disciplines of the humanities where relatively little programming is available to the general public. For example, projects in the fields of ethics, comparative cultures, or linguistics would, if all else were equal, be given priority over projects in labor history or literature.

The other three major categories of support - planning, scripting and radio-production - would be given roughly equal emphasis. Planning and scripting grants are essential if the Endowment wants to encourage people to explore new formats and techniques for examining the more abstract humanities disciplines. Radio is a less expensive medium than television,which is also particularly well suited to substantive analysis. Modest support for radio projects which are aimed at a broad general audience will continue to be provided.

Museum Programs

Question: As you know, the Institute of Museum Services is proposed for termination. In the first years of IMS, Congressional concern was directed toward eliminating duplication of funding from IMS and the two endowments. Will NEH pick up some additional museum programs which have been supported in the past by the Institute of Museum Services?

Answer: In 1979, in response to that concern, a Memorandum of Understanding was drawn up between IMS, the National Science Foundation, the Smithsonian Institution, and the two Endowments, these being the five primary Federal agencies which support museums and projects for museums. The Memorandum defined the specific types of activities to be supported by these agencies. From NEH's perspective, the system has worked very well these last two years. IMS was the only agency mandated to provide basic operating support to museums. The elimination of the Institute will take away from museums this area of Federal funding. NEH cannot assume the funding responsibilities of IMS. General operating expenses are not related to the humanities, and are not, and have never been therefore an area which could be supported by the Humanities Endowment. We will continue to offer funds for interpretive exhibitions and other public humanities programs--activities not supported by the other Federal agencies.

Question: Last year a statement the Endowment made for the record, which was a quotation from a report of the Senate Committee on Labor and Human Resources, said that: "Zoos, botanical gardens, aquaria and scientific centers, though not primarily humanities-oriented institutions, should be given equal consideration when requesting challenge grant support for a humanities component." May we assume that the endowment will be following through with that directive in the coming years?

Answer: If the Institute for Museum Services and the Public Understanding of Science program at NSF are eliminated, and if the Arts Endowment's Challenge Grant Program is reduced in size and scope, the sources of Federal support for these kinds of institutions will be dramatically reduced. Science centers, zoos, and the like have not fared well in the NEH Challenge Grant Program, perhaps because it is not these institutions' basic charter to provide programs and services in the humanities--and we can only support institutions to the extent that they can make a persuasive claim about their humanities activities. Moreover, NEH will not be able to make new awards in the Challenge Grant Program in FY 1982. That being the case, it is unlikely that such institutions will receive much support from Challenge grants in the foreseeable future.

Challenge Grants

Question: The National Council on the Humanities originally recommended that a second round of Challenge Grants be awarded to research libraries and archives. In view of the reduced budget, do you intend to fund organizations which have already received a Challenge Grant?

Answer: As noted earlier, the Endowment will not, under the reduced budget, make any new grants--much less second-time grants. The Council's recommendation to permit second Challenge Grants to research libraries, independent centers for scholarly research, and for conservation projects was made at a time when the Endowment expected $27.0 million for fiscal 1982.

Question: If one Challenge Grant has not allowed for the stabilization of an institution's program, is there any reason to believe that the situation will be truly improved by a second grant--or is the Council recommending continued, long-term federal support for archives and research libraries?

Answer: In the first grant-making round, institutions did not know Challenge Grants were to be "once in a lifetime" grants. Therefore, many applications were made on the assumption that a second, and even third, grant would be possible. Thus, many grants---232 to be exact--were not intended to "stabilize" an institution fully. Further, during all five cycles of grant-making, the Endowment has not been able to make awards up to the full level requested: the rule is a reduced award; the exception is full funding. The match requirement in effect puts a ceiling on what an institution can raise, in new and increased money, within a specified grant period, and therefore the request level often does not approach the actual "stabilizing" needs of institutions.

The Challenge Grant usually provides an extra incentive to an institution, an important boost to its community image, its fund-raising and development capability, its morale, and its continuing economic needs. But challenge grants alone cannot provide the unshakable financial base and firm security these institutions need. They do broaden and solidify institutions' bases of support; they draw attention to the institutions' contributions and humanities services to their communities; and they unquestionably stimulate significant new contributions. But they should not be measured against an ideal of final and perpetual financial stability, if such a thing exists. I don't think that was Congressional intent when it authorized the program in 1976. The legislation provides for a program which would enable "cultural organizations and institutions to increase the levels of continuing support and to increase the range of contributors to the program of such organizations or institutions." The Council, by opening up the program to a limited number of institutions whose fundamental value to the humanities is critical, sought to enable them to reach new levels of strength through continuance of the grants, and even broader audiences and contributors. So repeat grants should not be seen in the context of really long-term Federal support, not in the sense of Federal subsidy. Besides, given our budget revisions, the issue of second grants is largely moot, as noted above.

Research Programs -- Intercultural Program

Question: What percentage of the funds available are used by the grantees to support administrative expenses?

Answer: A study of Research grants in November 1979 showed that no funds are used for administrative expenses per se. Indirect costs are, of course, supported in part by NEH; this is in compliance with Federal regulations. In all instances studied, however, cost-sharing on the part of the grantee exceeded the amount of indirect costs claimed on the total projects (in the context, gifts are counted as cost-sharing). The statistics illustrate this for the major categories:

	NEH % of total Project Costs	Cost-Sharing % Contributed by Grantee	Indirect Costs
Resources	56.9%	43.1%	18.3%
Tools	62.1	37.9	17.6
Editions	71.5	28.5	24.2
Translations	69.7	30.3	15.6
General	82.7	17.2	18.8
Conferences	60.5	39.5	12.5
Division Averages	67.2%	32.7%	17.8%

Question: The justification notes that in the past these programs have relied heavily on foundation support, but that this support has been greatly diminished in recent years. Is there any correlation between increased Federal support and decreased foundation support?

Answer: For several years NEH has been trying to maintain these important programs after private contributors -- such as major foundations -- announced their intent to reduce their funding due to economic difficulties. Principal among these is the Ford Foundation, and their funding for international studies has been decreasing for the past two decades: during the late 1960's, their support amounted to about $12 million annually; in the early 1970's it was $10 million annually. Recently, however, their contribution has declined markedly: in 1976, they gave $6 million; in 1979 and 1980 only $3 million. Ford announced recently continuing interest in international studies but their emphasis will be on political and economic policy issues.

Question: The matching requirements for these five programs seem to have been steadily decreasing over the last several years. Is that correct?

Answer: As foundation funds have decreased, NEH has increased use of Definite funds to provide some financial stability for these programs, which are very much in the national interest. Just over a year ago good progress was being made with corporate sector (particularly for the IREX programs with Eastern Europe and the Soviet Union), but more recent events in that part of the world seem to have adversely affected corporate contribution to IREX.

Question: The justification states that in the current fiscal year, the Endowment plans to maintain the 5 activities through the use of outright grants and to support new research activities for Latin America, Mexico, and Africa. In view of the reduced resources which will be available for FY 1982, do you still plan to initiate these three new programs.

Answer: No. The five current grantees will have a reduction of 20 percent to 30 percent over funding, and so it seems imprudent to cut those proven activities further in order to embark on untried ventures. However, applications are reviewed under competition, and with increasing interest in other cultures of the world, new direction should not be ruled out.

Question: Have you any idea of the total amount of foreign research supported by the Federal government through the Special Foreign Currency accounts which every department has?

Answer: We do not know the total for the Federal government as a whole. With respect to NEH, in the past twelve months one of our grantees used some $20,000 of these funds for research undertaken in India. Thus, our experience in this area has been very slight. In any event the Special Foreign Currency accounts are limited to work in only five countries. (Egypt, Burma, Pakistan, India, and Guinea).

Special Projects

Question: In the program development activity under Special Projects, the justification states that in the current year the Endowment is encouraging small planning or consultant grants which will provide assistance to new groups in assessing their needs and planning effective programs. If you plan to continue this initiative, won't you be giving false signals as to what future support these groups can expect in terms of Federal support?

Answer: Planning or consultant grants will be provided on a very limited basis as "seed money" for groups planning to undertake a major humanities project, particularly those doing so for the first time. During the planning phase, the grantee will be explicitly encouraged to seek other sources of support for the ultimate project.

Planning or consultant grants often produce the following results: enable an organization or institution to raise other money; put a project into place which will last over a long period of time; insure that all types of organizations have the opportunity to produce competitive project proposals; and insure that the quality of implementation proposals remain high. Without a few planning or consultant grants each year, Program Development would continue to receive applications only from the few institutions that have past experience in developing NEH proposals. Consultant and planning grants are necessary to insure a wide variety of projects which reach large, diverse audiences.

Question: In general, have you altered your scope of work in the current fiscal year to reflect the revisions in the fiscal 1982 budget?

Answer: Yes. Although the Administration's request for the agency was developed after the last deadline for all but one program, we have been counseling potential applicants for the fall on the projected limited capacity of our programs and have encouraged them to seek alternative sources of support.

In Youth Programs and in Program Development, we are working on revised guidelines which will reflect new fiscal circumstances. For example, Program Development will limit planning awards to $10,000 for national projects; will require at least half the cost to be borne by other sources; will not fund the large "local" projects it now supports--such as the Los Angeles 200 projects, the documentation of the Italian Americans in Chicago, and the industrial/social history of Birmingham, Alabama; and will make a major criterion of application judgement long-term impact or capacity and intent to carry on the project after Federal support ceases.

In Youth Programs, notice of the one remaining deadline was held to a minimum, with a resulting 30 percent decrease in applications. No gift-and-matching offers are a part of grant awards during the rest of fiscal 1981, although grant conditions requiring equal cost-sharing have been added to those awards which would have had matching offers. This procedure prevents additional pressure on 1982 funds.

The program staff of the Division is 27 percent smaller than a year ago, and we have no plans to replace the lost positions. We are examining additional administrative efficiencies in the processing of applications and the monitoring of grants so that overall program management is in scale with the program size.

Planning and Assessment

Question: $500,000 is requested for planning and assessment. From the two examples cited in the text, it appears that the Endowment is supporting activities which are more appropriately the concern of the university community rather than the Federal government and researching problems for which there is no answer. One, for instance, addresses the decline in humanities enrollments in educational institutions. There is a nation-wide decline in college enrollment in total and I think it would be fair to say that the most humanities majors seek employment in teaching. Isn't it reasonable that since there are fewer students, there will be fewer teaching positions available and doesn't this decline in enrollment reflect a rational decision on the part of the students to pursue a course of study which will be of some use to them in planning a career?

Answer: The Planning and Assessment Studies Program supports studies which assess present and projected needs and conditions in the humanities, including the availability and utilization of human, financial, and material resources. This mission is implicit in the agency's enabling legislation, in which it is noted that "...it is necessary and appropriate for the Federal Government to complement, assist, and add to programs for the advancement of the humanities...by local, State, regional and private agencies and their organizations." Further, the Endowment was authorized to "foster the inter-change of information in the humanities."

Thus, the decline in humanities enrollment in educational institutions is an appropriate concern for the agency in general and the Planning and Assessment Studies Program in particular. This project is a three-year program designed to strengthen the humanities in 28 community colleges in the state of Washington. It is only indirectly concerned with aggregate nationwide enrollments in institutions of higher education (which at present are leveling off rather than declining), and not with employment opportunities for humanities majors.

Project activities included extensive surveys of community college faculty and of humanities enrollments, followed by a series of workshops for faculty, leading to a broad range of system-wide campus projects on the revitalization of the humanities. A tangible and encouraging result of the project is an increase in humanities enrollments of 12% over the previous year -- this figure compares to an overall system enrollment increase of 4 percent and an 8.5 percent increase in non-humanities academic enrollments. The success of this program, although only at mid-point, has led to requests for project information from 13 other State systems, and project participants are increasingly used as consultants at national meetings and State workshops.

Question: Through another grant a study is being made of the characteristics of the nation's humanities faculty -- including sex, minority status and tenure. It would seem that under existing affirmative action requirements, individual institutions would have had to do this research on their own faculties. Why do we need nation-wide data on the humanities and, if we don't, then why shouldn't we have similar data on every academic interest?

Answer: This example refers to the American Council on Education's Higher Education Panel (HEP), supported in part by NEH. As noted above, knowledge of the well-being of the human and institutional resources which comprise the humanities is an important part of the agency's mandate. In carrying out this responsibility, it is necessary that certain basic information, including data about the humanities labor force, be available.

Of particular concern is the need for basic descriptive data about faculty in the humanities. Since the HEP system represents a sample of the universe of higher education institutions, it provides a direct means by which such basic information can be gathered on this large segment of the humanities labor force.

NEH was careful to ascertain that the data did not already exist.

As to the issue of whether there shouldn't be similar data on every academic interest, it should be noted that much of NEH's information gathering efforts are a reflection of our attempts to complement or join in with the wealth of data collection efforts of the science, engineering, and other academic communities. Both the National Science Foundation and the Department of Education participate in the HEP surveys.

Shortcomings in Revised Budget

Question: We realize that the Endowment was only given a few days in which to put together its revised budget for submission to the Office of Management and Budget. Now that you have had some time to reflect on the proposed changes, is there anything which you wish to change in the budget now before us?

Answer: The severity of the reduction required the Endowment to put a lot of thought into the distribution of the proposed budget authority and, given the $85 million ceiling, I would not be inclined to alter the distribution. Nevertheless, there are several items in the administrative budget that are likely to put a strain on my successor and on the Endowment.

The three areas that are likely to prove most difficult for the Endowment in FY 1982 are staff travel, panelist compensation and travel, and employee development training.

Staff travel is budgeted at $167,300, 26% below the amount incurred in FY 1976, 62% below FY 1980 and 43% planned in FY 1981. That amount is equivalent to $1,690 for each of the 99 professional staff members whose jobs require travel. Related to today's high air fares and per diem allowances, that amount would allow only 2.8 regional trips per professional or 2.2 national trips.

Peer review panels will have to be drastically changed under the limited budget of $483,200, 12% below the amount incurred in FY 1978, 47% below FY 1980, and 31% below that planned for FY 1981. Honorarium for panelists has remained at $75 per day since 1966-67 when the Endowment was created but panelists will be required to read and consider more applications than ever before; the size of the panels will have to be reduced to an average of four; fewer meetings may be held; panelists will probably be selected from areas nearest the meeting site to reduce travel costs. The integrity of the system will be threatened, geographical distribution and balance of opinion will be reduced, and it will become much harder to attract the more competent people to serve on panels.

Funds for employee development training have been deleted from this request. The Civil Service Reform Act, Merit Pay Program, SES Executive and Affirmative Action programs all place heavy emphasis on employee development training. Absence of funds for training is apt to affect competence and morale in the Endowment in FY 1982 and beyond.

Should the Congress see fit to increase the budget authority in FY 1982, these are the three areas in which I would restore funds to the FY 1981 level.

Turn-Over Rate in Part-Time Positions

Question: Testimony last year indicated that the Endowment had suffered a turn-over rate of 71% in the lower grade clerical and janitorial positions. Did the switch from part-time to full-time employment improve that situation?

Answer: Planned conversion of 23 permanent part-time employees to full-time positions to reduce turn-over did not occur because full-time slots were withdrawn as a result of a lower personnel ceiling imposed upon NEH. Since imposition of the most recent freeze on January 20, 1981, the Endowment has lost 21 part-time employees, or 30% of its part-time workforce. The current personnel ceiling will require loss of additional positions. However, in FY 1982, the numerical ceiling will be replaced by the new Full-Time Equivalency Program which counts part-time employment on a fractional basis. It is hoped and expected that the latitude of the program will enable the Endowment to fully use its authorized work-years to full advantage.

Question: The request for an additional 23 full-time positions in fiscal 1981 was justified on the basis of the turn-over rate. Those 23 positions have been deleted from the fiscal 1982 request. What effect will this have on the turn-over rate?

Answer: The Endowment will employ the full flexibility authorized in the Full-Time Equivalency Program in an attempt to curtail the effects of the turn-over rate and provide stability to the program and clerical staffs.

Analysis of Administrative Costs

Question: How much did you spend on preparing the analysis of the administrative budget for the 1982 request?

Answer: The document was prepared at the request of the National Council on the Humanities. Staff resources were used to develop the analysis of the administrative budget for FY 1982 and copies were produced in-house. No funds were spent, although approximately 70-80 staff hours were expended in all.

Question: How may copies were distributed and to whom?

Answer: Copies of the analysis were distributed to members of the National Council, selected senior staff members of NEH, and to the Chairmen of the Senate and House Appropriations Subcommittees on the Interior.

Question: If you were going to analyze the buying power of the administrative expenses, wouldn't it make sense to analyze the program dollar at the same time?

Answer: While it is possible to analyze program dollars in a like manner it is necessary to point out that there is no direct correlation of administrative budget requirements to program dollars per se. Instead, the administrative needs are based on workload factors and work measurement, such as numbers of applications received, the various staff-intensive processes through which the applications are subjected enroute to becoming grants, and the number of active grants administered.

Question: Was such an analysis requested by any Committee of Congress?

Answer: No. The analysis is not unlike what we always do in formulating budget requests to ensure our justifications are sound and our requests are defensible. This particular analysis was published in booklet form to be used to brief the National Council on the Humanities at their request.

Effect of 50% Reduction in Administrative Budget

Question: Please supply for the record a proposed administrative budget decreased by a percentage amount commensurate with the decreases in the program budget.

Answer: If a 50% decrease were evenly applied to both the program budget and the administrative budget, the administrative budget would be reduced to $5.7 million from the original FY '81 level of $12.3 million. Since $3.9 million of the administrative costs are virtually "fixed" costs, the balance available for personnel costs would be $1.8 million, supporting only 79 workyears. The authorized personnel ceiling for FY '82 is 280 workyears. It would be impossible to effectively and equitably administer the Endowment under such a budget, since the number of applications received is not likely to diminish.

Standard Level User Charge

Question: The budget includes an increase in the Standard Level User Charge for the GSA assessed rates at the Old Post Office Building. Do you plan to move there during fiscal 1982?

Answer: The original FY 1982 budget did include $150,900 for increased SLUC; however, the revised budget estimates submitted in March removed these funds. It is uncertain at this time whether NEH will eventually relocate. OMB still advocates our relocation with the reservation that any costs associated with the move be absorbed by NEH through reprogramming. NEH does not see that as a viable option in view of the reduction in our budget authority.

Question: Last year, the Endowment requested over $700,000 for furniture to move into the Old Post Office. Has the decision been made to use existing furniture or are there other costs associated with the move which are not reflected in this budget?

Answer: With regard to the furniture, standard furniture which we now use, would not be efficient and would require far more floor space than currently planned owing to the architectural design of the building. Therefore, in light of the Congressional denial of funds for systems furniture, GSA has agreed to make available from its resources the needed systems furniture. That leaves other costs associated with the move still unprovided. Associated costs would cover packing and crating, restoration of the Shoreham Building, telephone removal and reinstallation, increased costs for the rent, special computer facilities and theater/audio-visual arrangements, and signs and graphics. Estimates for these items amounted to $242,000 in the original FY 1981 budget. Those costs will have to be reevaluated when and if the plans for relocation begin to gel. This request contains no funds for relocation.

Rental, Maintenance and Parking Fees

Question: There is a request for $7,200 for rental, maintenance and parking fees for 2 leased vehicles. As parking fees have been rescinded, can you tell us how much of this request was for parking fees?

Answer: Of the $7,200 budgeted for rental of the GSA vehicles, only $1,500 is for parking, or $62.50 for each vehicle per month. The remaining amount is for gasoline, oil, tires, lubrication, and preventive maintenance. The parking fees to which you refer as being rescinded are those Federal agencies have been charging employees. The $1,500 paid for parking of the two official vehicles is for leased parking places in a nearby commercial garage and will continue to be required in FY 1982.

QUESTIONS SUBMITTED BY SENATOR STEVENS

Question: How has the state-based program stimulated private sector support?

Answer: All Federal dollars awarded to State councils must, by statute, be cost-shared, dollar-for-dollar, through contributions of cash or services and supplies. In addition, the Endowment's gifts-and-matching program provides Federal dollars to match cash gifts from third-party donors to projects supported by the State councils. To meet these matching requirements, the State councils and their grantees seek local contributions of all kinds, from small businesses, large corporations, and private citizens. Contributors are obviously willing to support projects that will occur in their own locality on topics of special interest to the citizens and which have been endorsed by the State council. In FY 1980, State councils generated approximately $27 million in cash and services for support of the program. This amounts to a match of 120% of the Federal funds and is in addition to the $2.3 million submitted for Treasury match.

Question: What has been the role and importance of the gifts-and-matching program?

Answer: The Gifts-and-Matching program, as it relates to State Programs, has dramatically stimulated private cash donations for the support of public humanities programs. The financial stimulus of

Federal matching of every dollar donated is a substantial motivation, and it provides credibility and prestige for the concept of public humanities programs, further encouraging private donors. Gifts increased from $14,000 in 1973 to $450,000 in 1976 to $738,000 in 1977, and to $2.3 million in 1980. The Gifts-and Matching program, therefore, has permitted State councils to increase financial support for the public humanities program and to increase financial the program by foundations, corporations and individuals.

Question: Will the private sector fill the vacuum left by Federal reductions? Will the States?

Answer: We are confident that the public has a heightened sense of the importance of public programming in the humanities as a result of the work of State councils in the last decade, and we will encourage the private sector to offset the proposed Federal reductions. Private contributions to the State program now total more than $29 million annually, including cash, goods, and services, but almost all of this is in response to cost-sharing requirements and matching offers.

Although there is support from State governments for specific projects and, in three States, for limited administrative costs, we have received no indication from any State government of an intention to appropriate funds to establish or support a State humanities agency. We have received requests for additional information from a handful of States, but it is unknown whether they will decide to appropriate funds. We have also been notified by the governors of several States that they will not establish a State humanities agency, largely because of severe budget restrictions at the State government level.

Direct State government funds for the programs of the Humanities Committees now total less than $200,000, which is less than 1 percent of the FY '81 NEH budget for State Programs; however, the States do provide indirect funding for the humanities generally through their support for education, libraries, etc.

Question: How does the State program differ from other NEH Programs? Is there a special role?

Answer? The State humanities program was established by NEH in response to the Congressional mandate to foster increased public understanding and use of the humanities and to relate the humanities to the current conditions of national life. This is accomplished by encouraging citizens at the State and local level to design programs, in cooperation with humanities scholars, which respond to the special interests and needs of the community. Applicants submit proposals to State humanities councils--one in each State--consisting of representatives of the general public and professional humanists. No other funding program seeks solely to encourage and support projects in which humanities scholars and private citizens, working together, address issues of public concern and interest. As such, the State program is a major means of reaching the public broadly.

Question: What kind of group is the major or typical recipient of State Program's regrants? How will cuts affect these groups?

Answer: Over 72 percent of State council regrants are made to public and community groups, including such civic and other organizations as the Chamber of Commerce, the Farm Bureau, and the League of Women Voters (29.5 percent); cultural organizations, such as libraries and museums (19.4 percent); and ad hoc humanities groups, professional organizations, and State and local government units (23.3 percent). Academic institutions sponsor 28 percent of the projects nationwide. This sponsor profile reflects the program's emphasis upon active citizen involvement in project design and implementation. The proposed budget cuts may cause State councils to favor applications from larger institutions which can possibly provide some additional funding and which could distribute films or exhibits throughout a large geographic region. Community-based organizations and small museums and libraries would have neither the funds nor the administrative capability to distribute the projects broadly.

Question: Since many programs are just reaching maturity what effect will the timing of these cuts have?

Answer: The State Programs began with six States in 1971. State councils are now fully operational in all 50 States, the District of Columbia, and Puerto Rico. These volunteer councils have been experimenting with and developing procedures and methods for involving scholars and community groups in effective, innovative public humanities projects. Unique grantmaking bodies dedicated to building bridges between the humanities scholarship and the public have been created where none existed before. In the past few years, these efforts have begun to demonstrate the validity of the concept: increasing numbers of projects are sponsored by community-based organizations, private contributions increased three-fold, and more than 15,000 scholars in fiscal year 1980 participated in these projects.

Nevertheless, few of these community-based organizations have the resources or the experience to continue humanities programming without assistance. The current level of support from the private sector -- $2.3 million in 1980 -- is insufficient to maintain the momentum, but we are hopeful that this support will increase.

SUBCOMMITTEE RECESS

Senator RUDMAN. The subcommittee will stand in recess until 9 a.m., Wednesday, April 29, when we will review the budget requests for the Department of Energy.

[Whereupon, at 10:05 a.m., Tuesday, April 28, the subcommittee was recessed, to reconvene at 9 a.m., Wednesday, April 29.]

DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS FOR FISCAL YEAR 1982

WEDNESDAY, APRIL 29, 1981

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met at 2:30 p.m., in room 1114, Everett McKinley Dirksen Senate Office Building, Hon. James A. McClure (chairman) presiding.

Present: Senators McClure, Schmitt, and Bumpers.

DEPARTMENT OF ENERGY

STATEMENT OF FRANK DeGEORGE, ACTING ASSISTANT SECRETARY FOR CONSERVATION AND RENEWABLE ENERGY

ACCOMPANIED BY:

- DR. MAXINE SAVITZ, DEPUTY ASSISTANT SECRETARY FOR CONSERVATION AND RENEWABLE ENERGY
- DR. MELVIN CHIOGIOJI, DEPUTY ASSISTANT SECRETARY FOR STATE AND LOCAL ASSISTANCE PROGRAMS
- DR. ROBERT L. SAN MARTIN, DEPUTY ASSISTANT SECRETARY FOR RENEWABLE ENERGY
- ALBERT H. LINDEN, JR., ACTING ADMINISTRATOR, ENERGY INFORMATION ADMINISTRATION

1981 APPROPRIATION AND 1982 BUDGET REQUEST

Senator McCLURE. The subcommittee will come to order. First of all, I want to apologize for being late. We had a series of votes on the floor, and that sometimes does happen when the Senate is in session. I think that is behind us now.

This is the time scheduled to review the fiscal year 1982 budget request for DOE's energy conservation accounts and the Energy Information Administration. We will begin with energy conservation whose fiscal year 1982 budget of $195 million represents a decrease of 77.4 percent from the fiscal year 1981 level of $862 million appropriated to date. Pending before this committee is a rescission request which, if approved in its entirety, would reduce the 1981 funding level to some $558.4 million.

Testifying on behalf of the Department will be Mr. Frank DeGeorge, Acting Assistant Secretary for Conservation and Renewable Energy.

PREPARED STATEMENT

Mr. Secretary, welcome back to this subcommittee. Please introduce your associates with you at the table and proceed to highlight your statement as you desire. Your full statement will, of course, be made a part of the record.

[The statement follows:]

STATEMENT OF FRANK DEGEORGE

I appreciate this opportunity to appear before you today to discuss the Department of Energy's revised FY 1982 budget request for energy conservation programs under the jurisdiction of this Subcommittee. As you may already know, all of the energy programs listed on the attached budget tables are currently under my authority as Acting Assistant Secretary for Conservation and Renewable Energy.

By way of overview, the revised FY 1982 budget for these programs totals $193.0 million. This amount is fully adequate to implement DOE's energy conservation programs, because many of the activities previously supported by this office are unnecessary in light of the new healthier climate for conservation. National economic conditions clearly make conservation cost-effective and there is widespread public awareness of the benefits of conservation. Nevertheless, total Federal support for energy conservation will remain high due to continuation of tax credits for conservation. Such tax credits are expected to total nearly $800 million in FY 1982 alone. More detailed budgetary data are summarized in the accompanying tables to which I referred earlier.

THE FRAMEWORK FOR THE BUDGET

Before I describe the highlights of the Department's FY 1982 revised budget for conservation programs, I would like to describe briefly the assumptions underlying the formulation of the revised budget.

Essentially, the Administration's energy policy and revised budget request are based upon the following underlying assumptions: (a) the Nation's energy problems will be solved primarily by the American people themselves -- by consumers, workers, managers, inventors, and investors in the private sector -- not by the government; (b) the government's role is to establish sound public policies, based on economic principles, so that individuals and firms in the private sector have the incentives to produce and conserve energy efficiently; (c) the government's role is not to select and promote favored sources of energy. Doing so risks wasting the Nation's resources.

Based upon these underlying assumptions, the revised budget reflects a new policy regarding the proper role of the Federal Government in energy conservation. Briefly stated, this policy recognizes that the Federal Government should continue to support longer-term, generic and high-risk, but potentially high-payoff research that private industry will not undertake. However, it is the Administration's conviction that the marketplace can, and will, perfect and commercialize new energy technologies more efficiently and effectively than government, especially if energy prices are allowed to reflect their true replacement costs. Accordingly, industry is expected to support development and demonstration of promising near-term technologies and to be responsible for their ultimate market or commercial deployment.

Finally, stimulated by Federal tax credits and rising energy prices, the Administration notes that the market for energy conservation products is expanding rapidly. Deregulation of oil in accordance with the President's policy and increasing natural gas prices, permitted under the Natural Gas Policy Act of 1978, will raise the price of oil and gas toward true market value. Regulations which have held energy prices artificially low have prevented investments in conservation activities from achieving their true potential. As a consequence, the President believes it is necessary to shift the focus of the Department's energy conservation activities away from costly near-term development, demonstration and commercialization efforts, burdensome regulatory programs, inefficient subsidy programs, and into longer-range research and development projects that are too risky for private firms to undertake.

DOE is reviewing the provisions of all existing statutes authorizing or directing DOE to undertake conservation and renewable energy activities. DOE will provide to the Congress any suggested revisions to existing legislation as soon as the review is completed.

I would now like to highlight the programs included in the FY 1982 revised budget request.

OFFICE OF BUILDINGS AND COMMUNITY SYSTEMS

The primary objective of the Buildings and Community Systems programs is to perform long-term, high risk (but potentially high payoff) generic research on technologies affecting the use of energy in buildings. This research is intended to support development of the technology base necessary for the private sector to increase the energy efficiency of the Nation's buildings. The research findings will be available for use by manufacturers, architects, engineers, and builders to achieve further increases in the energy efficiency of buildings. Additionally, continued support will be provided for updating the appliance test procedures used under the FTC labeling program and for continued coordination of conservation efforts in Federal buildings and operations.

The FY 1982 request for Buildings and Community Systems is $31.1 million. The request reflects a concentration on the generic, long-term research which provides a technological base for building energy efficiency and which would not be undertaken by the private sector.

Building Systems. The request for Buildings Systems is $17.9 million which will support long-term generic Building Energy Science research programs in ventilation and controls, envelope systems and materials, performance calculations and diagnostics, and pilot projects and case studies. These activities are directed toward advancing the technical understanding of energy phenomena in both new and existing residential and commercial buildings. They focus on the energy efficiency of the entire building by examining the interaction of its component parts and energy systems. Substantial gains in improving the energy efficiency of buildings can be achieved if these interactions are better understood. The building system subprogram conducts research that is not done in the private sector. Technical program areas and the specific research agendas selected reflect close cooperation with the major segments of the diverse building industry. Building Energy Science programs are looked upon by the private sector as the source for unbiased research and technical data on energy efficient buildings.

The Building Systems request will also support research on energy conversion equipment and continued updating of existing appliance test procedures. The energy conversion equipment activity will support technology base research on generic technical issues (for example, combustion and heat transfer) that can lead to improved energy efficiency in a variety of end-use products, such as advanced heating and refrigeration systems.

Federal Energy Management Program. The purpose of the Federal Energy Management Program (FEMP) is to increase energy efficiency and thereby reduce energy consumption in Federal facilities and operations. The program office provides direction and coordination of the efforts of Federal agencies with non-energy missions to incorporate energy considerations into their planning and management functions and to improve the energy efficiency of their operations and facilities. To continue these activities, $1 million has been requested for the program for FY 1982.

Energy From Municipal Waste. This program focuses on research and development of economically and environmentally sound options for energy forms derived from wastes and on replacement of the use of virgin materials with recyclable materials derived from municipal wastes.

In FY 1982, research and development will focus on completing unit improvements which have the potential to enhance efficiencies and economics. Special attention will be given to plan evaluation and the generation of engineering data. In future years, any further urban waste research and development of this type will be undertaken by the private sector. Longer range, generic research on conservation that will provide a technology base for private sector efforts is continuing in the Energy Conversion and Utilization Technologies Program in the Multi-Sector area.

TRANSPORTATION PROGRAMS

The primary objective of the transportation program is to support long-term, high-risk, but potentially high-payoff, research and development on promising conservation technologies that are unlikely to be undertaken by the private sector alone.

For FY 1982, $38.3 million is requested for the transportation program. Vehicle Propulsion Technology Development accounts for $11 million. Key long term, high risk research areas have been identified in both the gas turbine and Stirling engine technologies and in areas related to improving efficiency in truck and bus systems. This research is fundamental to the success and eventual use of these types of engines in transportation.

The FY 1982 gas turbine program will focus on ceramics development, combustion, compressor and turbine aerodynamics and regenerator hot seals. Generic research and development will be carried out on Stirling engine technology items such as low-cost heat exchangers, advanced control systems, and ceramic heat exchanger components. Generic research projects will be initiated, including the investigation of ceramic materials for the heavy-duty truck propulsion system market.

The FY 1982 request includes $19.6 million for Electric and Hybrid Vehicle Research, Development, Testing and Evaluation. The program will concentrate on the most promising experimental battery candidates determined from laboratory and vehicle testing. Longer-term, high risk research and development of components and subsystems for electric vehicles will emphasize complete direct current and alternating current propulsion subsystems and the related controllers. In the hybrid vehicle project, the fabrication of a hybrid research vehicle will be completed.

In the FY 1982 budget for the Transportation Systems Utilization Program, $1 million is requested to publish and distribute 12 million copies of the Gas Mileage Guide for model year 1982.

The Alternative Fuels Utilization program is budgeted at $5.4 million for FY 1982. Activities will be focused on the use of synthetic fuels. The effort will consist of exploratory investigation of potential problems and establishment of engine and resource industry tests. Because synthetic fuels are deficient in hydrogen as compared to petroleum, and the manufacture and addition of hydrogen adds substantial costs to the finished fuels, experimentation will be expanded in FY 1982 to determine the fuel tolerance of various engine combustion chamber configurations.

INDUSTRIAL ENERGY CONSERVATION PROGRAM

There is clear evidence that the Nation's industrial sector is conserving energy. To present one example, the U.S. steel industry consumed 47 million Btu's per ton of finished steel in 1950. In 1973, the comparable figure was 35 million Btu's per ton--a 25 percent improvement in spite of the era's inexpensive energy. With the sharply rising energy prices of the 1970's, energy conservation by industry has accelerated. Between 1972 and 1976, improvements in composite industrial energy efficiency averaged 9.7 percent. Present industrial energy consumption is at almost the same level as in 1972, despite a 20 percent increase in real industry output. Decontrol of oil prices as a result of the President's January 28th announcement and increasing natural gas prices permitted under the Natural Gas Policy Act of 1978 will increase further the rate at which the industrial sector improves its energy efficiency. Conservation investment tax credits for such devices as recuperators and preheaters will also stimulate industrial conservation improvements. Accelerated depreciation allowances and the removal of unnecessary regulatory burdens, proposed as part of the President's economic recovery package, will improve industry's capital formation and provide the necessary means for high priority conservation investments, including development and demonstration projects.

Under these conditions, it is no longer necessary to have a Federal program of research, development, and demonstration on industrial energy conservation. Consequently, the FY 1982 request is limited to about $1 million for Program Direction funds to provide the personnel required to oversee the closeout of existing multi-year projects. Longer term, generic research on conservation that the private sector is unwilling to undertake will continue in the Energy Conversion and Utilization Technology Program in the Multi-Sector area.

ENERGY CONVERSION AND UTILIZATION TECHNOLOGY PROGRAM

The objectives of the Energy Conversion and Utilization Technology Program are to establish the technical feasibility of advanced concepts and to expand the technological base from which improved energy systems are developed. Therefore the program supports long-term, high risk research and development that is generally not supported by the private sector.

We are requesting $12.0 million for FY 1982. These funds will be used for materials research, chemical processes technology, new concepts development of advanced instrumentation and analysis methods for combustion processes, and the development of improved components and computer-aided design techniques for heat exchangers used for recovery and use of waste heat. This research can be utilized by the private sector to develop technologies in a variety of end use applications.

ENERGY RELATED INVENTIONS PROGRAM

The Energy-Related Inventions Program provides direct support to inventors by evaluating their inventions and providing technical and financial assistance for innovative concepts which will contribute to energy conservation or production.

This program pays particular attention to those inventions submitted by individual inventors and small companies. Inventions are evaluated by the National Bureau of Standards (NBS). The Department of Energy considers for support those inventions recommended to them by NBS. The decision of the type and amount of support, if any, is based on the inventor's proposal, a review of it by an appropriate DOE technical program, and the NBS recommendation.

The FY 1982 budget request for funding to continue this program is $5.4 million.

SCHOOLS AND HOSPITALS GRANT PROGRAM

The Institutional Conservation Program is designed to address the needs of local governments and local public and non-profit institutions. Under the National Energy Conservation Policy Act, Title III, Parts 1 and 2, DOE provides both technical and financial assistance to public and non-profit schools, and hospitals.

The budget requests $100 million for FY 1982, of which DOE will award $92 million in grants to schools and hospitals. These grants will provide funds for technical assistance analyses and energy conservation measures in an estimated 8,400 buildings. The energy saved as a result of these grants is estimated to be 4.1 million barrels of oil equivalent annually. The additional $8 million requested will be used for contractor support for auditing and monitoring grants, program evaluation, management information system support, technical review of grant applications, and for the survey, evaluation and dissemination of effective energy conservation methodologies and energy management practices in institutional buildings. These activities will be disproportionately greater in FY 1982 because they will not only cover grants awarded in FY 1982, but also grants awarded at the end of FY 81.

WEATHERIZATION ASSISTANCE FOR LOW-INCOME PERSONS

In FY 1982, the Energy Department's weatherization assistance program will be incorporated into the Department of Housing and Urban Development's proposed community development support assistance program. Low-income home weatherization activities will thus continue, but more in accord with local needs and priorities. Currently, about one third of community development block grants funds, or about $1 billion annually, is targeted by recipient communities to some form of rehabilitation. Combining the Department of Energy weatherization program with the community development block grant is one example of Administration efforts to shift resources and decision-making authority to State and local government through block grants and program simplification wherever possible. The existing Department of Energy program has been plagued by increasing costs and quality control problems. As currently structured, the Department of Energy program would take 50-100 years to reach all the potentially eligible low-income households in the Nation. By shifting administrative responsibility entirely to the local level, communities will be able to devise weatherization efforts most appropriate to their needs and circumstances and achieve greater levels of efficiency and productivity.

SUMMARY

As the program levels in the Department's revised FY 1982 Budget for conservation, solar and other renewable energy technologies reflect, we are embarked on a new course regarding the appropriate Federal role in energy development. This budget also implies a closer partnership with industry.

Mr. Chairman, this concludes my formal statement. I would be pleased to respond to any questions.

Department of Energy
FY 1982 Revised Budget
Conservation and Renewable Energy
(BA in Millions)

Appropriation and Program	Jan. 15 Submission		Revised Budget		Changes	
	FY'81	FY'82	FY'81	FY'82	FY'81	FY'82
Energy Conservation						
Buildings & Community Systems						
Building Systems	17.8	27.1	11.1	17.9	-6.7	-9.2
Residential Cons. Service	5.2	6.8	3.0	0	-2.2	-6.8
Community Systems	13.8	10.4	8.6	0	-5.2	-10.4
Small Business	0.8	1.0	0.1	0	-0.7	-1.0
Appliance Standards	6.0	5.8	3.8	0	-2.2	-5.8
Technology/Cons. Product	20.3	23.3	12.7	0	-7.6	-23.3
Analysis/Technology Transfer	5.9	5.7	3.8	0	-2.1	-5.7
Federal Energy Management Prog.	1.0	3.1	0.5	1.0	-0.5	-2.1
Urban Waste	10.9	9.1	5.8	9.1	-5.1	0
Emergency Bldg.& Temp. Restric.	-0.5	0	0	0	+0.5	0
Residential/Commercial Retrofit	26.2[a/]	31.1	6.2	0	-20.0	-31.1
Program Direction	6.4	7.2	6.4	3.1	0	-4.1
TOTAL	113.8	130.6	62.0	31.1	-51.8	-99.5
Industry						
Waste Energy Reduction	24.8	16.7	14.8	0	-10.0	-16.7
Industrial Proc. Eff.	37.8	16.5	14.9	0	-22.9	-16.5
Cogeneration	16.5	9.5	8.0	0	-8.5	-9.5
Implementation & Development	7.5	5.6	2.7	0	-4.8	-5.6
Program Direction	3.1	3.3	2.6	0.9	-0.5	-2.4
TOTAL	89.7[b/]	51.6	43.0	0.9	-46.7	-50.7
Transportation						
Transportation Systems Util.	6.7	9.2	4.9	1.0	-1.8	-8.2
Alternative Fuel Util.	5.3	5.4	4.5	5.4	-0.8	0
Vehicle Propulsion R&D	68.0	58.4	41.4	11.0	-26.6	-47.4
Electric and Hybrid Vehicle R&D	36.8	45.4	27.3	19.6	-9.5	-25.8
Program Direction	2.9	3.3	2.9	1.3	0	-2.0
TOTAL	119.7[b/]	121.7	81.0	38.3	-38.7	-83.4
State & Local[c]						
Schools & Hospitals	181.3	200.0	81.3	100.0	-100.0	-100.0
Local Govt. Bldgs.	0	0	0	0	0	0
eatherization	182.0	200.0	175.0	0	-7.0	-200.0
Energy Mgmt. Partnership Act	0	101.6	0	0	0	-101.6
EPCA	37.8	0	37.8	0	0	0
ECPA	10.0	0	10.0	0	0	0
Energy Ext. Service	20.0	0	20.0	0	0	0
Program Direction	9.9	12.5	9.9	5.0	0	-7.5
TOTAL	441.0	514.1	334.0	105.0	-107.0	-409.1
Energy Impact Assistance	62.0	47.6	10.0	0	-52.0	-47.6
Multi-Sector						
Appro. Technology	12.0	13.8	12.0	0	0	-13.8
Inventors Programs	5.8	5.4	5.8	5.4	0	0
Energy Conversion & Util. Technology	8.0	12.1	8.0	12.1	0	0
Program Direction	0.7	0.4	0.7	0.2	0	-0.2
TOTAL	26.5	31.7	26.5	17.7	0	-14.0
Total, Energy Conservation	852.7	897.3	556.5	193.0	-296.2	-704.3

(BA in Millions) Continued--

Appropriation and Program	Jan. 15 Submission FY'81	Jan. 15 Submission FY'82	Revised Budget FY'81	Revised Budget FY'82	Changes FY'81	Changes FY'82
Energy Production, Demonstration & Distribution						
Solar						
Federal Buildings	1.8	0	1.8	0	0	0
Market Analysis	6.0	6.8	0.5	0	-5.5	-6.8
Program Direction	0.7	0.7	0.7	0	0	-0.7
Total Energy	8.5	7.5	3.0	0	-5.5	-7.5
GRAND TOTAL	861.5	904.8	559.5	193.0	-301.7	-711.8

[a] Reflects consolidation of funds appropriated to Building Systems ($16.5 million) and RCS ($9.7 million) subprograms requested under R/CR line-item.

[b] Does not reflect effects of FY 1981 Carter rescissions ($35.8 million in Industry and $12.0million in Transportation.)

[c] Excludes funds for Emergency Energy Conservation (EECA) activities.

Biography of Frank DeGeorge

Frank DeGeorge was named Acting Assistant Secretary for Conservation and Renewable Energy, U.S. Department of Energy (DOE) on February 24, 1981. He had served as Acting Assistant Secretary for Conservation and Solar Energy since January 21, 1981.

Mr. DeGeorge was the Principal Deputy Assistant Secretary for Conservation and Solar Energy from August 1980 to January 1981. He served as the principal adviser to the Assistant Secretary and had major responsibility for the day-to-day management of Conservation and Solar staff and programs. He advised the Assistant Secretary on the effectiveness, responsiveness and quality of program operations, and dealt with various administrative and management matters.

Before joining DOE in October 1979 as the Deputy Chief Financial Officer for Internal Management, Mr. DeGeorge served in various senior level administrative positions with the Department of Health, Education and Welfare (HEW). From January 1979 until October 1979, he was Deputy Commissioner of Social Security. Prior to that appointment, he served as Associate Commissioner for Management and Administration at the Social Security Administration, a position to which he was appointed in December 1973.

From 1972 to December 1973, Mr. DeGeorge was HEW's Associciate Administrator for Financial Management of the Social and Rehabilitation Service. From March 1971 until December 1972, he was Assistant Administrator for Financial Management of the Social and Rehabilitation Service.

Before joining the Federal Government, Mr. DeGeorge held executive and management positions with several private companies. He was Treasurer at Systematics General Corporation of Falls Church, Va., from 1969 until joining HEW in 1971. From 1968 to 1969, he was Vice President of Alloys Unlimited in New York City. During the period 1958 to 1968, Mr. DeGeorge was associated with Litton Industries. While at Litton, he was Vice President for two of the company's major divisions.

Mr. DeGeorge received a B.S. degree in accounting in 1951 from LaSalle College, Philadelphia, Pennsylvania. In 1956, he was awarded an M.B.A. degree from the University of Delaware.

The recipient of numerous recognition citations, Mr. DeGeorge received the HEW Social and Rehabilitation Service Award of Appreciation in 1973; the HEW Secretary's Special Citation in recognition of service performed as Chairman of the Department Grant Appeals Board in 1974; the Beta Alpha Accounting Association Award of LaSalle College in 1974; HEW's Distinguished Service Award in 1978; DOE's cash award for Special Act or Service in August 1980; and DOE's Outstanding Service Medal in January 1981.

Mr. DeGeorge is also a member of the Department of Health and Human Service's Grant Appeals Board.

Biography of Dr. Maxine Savitz

Dr. Maxine Savitz was named Deputy Assistant Secretary for Conservation, Office of Conservation and Solar Energy, Department of Energy (DOE) in February 1980. In this position she directs programs designed to improve energy efficiency in transportation, buildings and industry. Her office also includes a program of basic research into areas such as heat transfer and thermodynamics.

Previously, Dr. Savitz has served as DOE's Deputy Assistant Secretary for Conservation and Solar Applications, providing administrative and management support to the Assistant Secretary. Also, she served as Director of the Division of Buildings and Community Systems, Office of Conservation and Solar Applications.

Dr. Savitz held similar positions at the Energy Research and Development Administration (ERDA), which was merged into DOE in October 1977. Before joining ERDA in 1975, she was Director of the Building Policy Research Program, Office of Energy Conservation and Environment at the Federal Energy Administration (FEA). Prior to that she was a Program Manager at the National Science Foundation. She earlier served as Professor of Chemistry at Federal City College where she was the creator and co-principal investigator of the Federal City College Science Mobile. She has also served as Chemistry/Laboratory Instructor at Hunter College in New York.

In 1967 Dr. Savitz received the MERDC Commander Award for Scientific Excellence at Fort Belvoir, Virginia, where she was a senior research chemist working in the area of hydrocarbon fuel cells and secondary batteries.

In 1976 Dr. Savitz received the ERDA Meritorious Service Award and in 1975 she received the FEA Certificate of Superior Service. She was recognized for her outstanding contribution to the construction industry in 1975 by the Engineering New Record.

Biography of Dr. Melvin H. Chiogioji

Dr. Melvin H. Chiogioji is Deputy Assistant Secretary for State and Local Assistance Programs, Office of Conservation and Solar Energy, U.S. Department of Energy (DOE). He directs grant programs for states and localities, including the institutional buildings conservation grants program and the residential conservation service, and is responsible for the small scale technology and energy-related inventions programs.

Previously, Dr. Chiogioji was director of the Federal programs division and assistant director for systems analysis in DOE's Division of Buildings and Community Systems, also part of the department's conservation and solar energy program.

Dr. Chiogioji held similar positions with the Federal Energy Administration (FEA) since 1975. From 1973 to 1975, he served as director of FEA's Office of Industrial Analysis, Industrial Programs Office. FEA became part of DOE in 1977.

During the period 1965 through 1973, Dr. Chiogioji held key civilian posts with the Navy ranging from engineering positions with the Phoenix missile program to director of the Weapons Evaluation Division, Naval Ordnance Systems Command.

Dr. Chiogioji served as a naval officer from 1961 to 1967, including a one-year tour of duty as the Navy officer in charge at the Byrd Station in Antartica.

Born in Hiroshima, Japan, in 1939, he attended Purdue University and received his bachelor of science degree in electrical engineering in 1961. He received a master of business administration degree in management from the University of Hawaii in 1968, and his doctorate in operations research and R&D management from George Washington University in 1972. He is a professorial lecturer of management science at George Washington University and a registered professional electrical engineer.

Dr. Chiogioji has been listed in various publications including Outstanding Young Men of America; Community Leaders of America; Personalities of the West and Midwest; Men of Achievement; Who's Who in Finance and Industry; Who's Who in the East; and American Men and Women in Science. He is the author of two books, Industrial Energy Conservation, 1979, and Residential and Commercial Buildings Energy Conservation, 1980, and many monographs and articles.

He resides with his wife and two children in Silver Spring, Maryland.

BIOGRAPHY OF ROBERT L. SAN MARTIN

Dr. Robert L. San Martin was appointed Deputy Assistant Secretary for Solar Energy, Office of Conservation and Solar Energy, U.S. Department of Energy (DOE), on October 9, 1980. In this position, he is responsible for the management of the Department's solar research, development, and demonstration program. His primary duties include the formulation and implementation of DOE policies which are related to the development and commercialization of solar energy technologies.

Previously, Dr. San Martin had served as Deputy Assistant Secretary for the Field Operations and International Programs in DOE's Office of Conservation and Solar Energy, where he managed the relationship between the Office of Assistant Secretary and DOE laboratories and field installations. He joined the Department of Energy in 1978 as Director of DOE's Division of Distributed Solar Technology.

From 1977-78, he served as Director of the New Mexico Solar Energy Institute and, from 1976-78, was Director of the New Mexico Energy Institute where he assumed responsibility for solar and geothermal energy research in the State.

Dr. San Martin's extensive career in the area of solar energy began in 1962 at the University of Florida, and continued when he moved to New Mexico State University to teach and perform research in solar energy, heat transfer, and thermodynamics.

In 1974, he became Director of the Energy Research and Development Institute at New Mexico State University.

Dr. San Martin received his bachelor's degree in mechanical engineering from the University of Florida in 1963, his master's in 1964 and his doctoral degree in 1969.

A member of numerous solar professional and technical societies, he is past chairman of the American Society of Mechanical Engineers Solar Division and currently a member of the Board of Directors of the American Section of the International Solar Energy Society. He is author or co-author of over 50 technical publications and reports on solar energy.

INTRODUCTION OF ASSOCIATES

Senator McClure. Proceed Mr. DeGeorge.

Mr. DeGeorge. Thank you, Mr. Chairman.

To my extreme right is Dr. Robert San Martin, who is the Deputy Assistant Secretary for Renewable Energy. To my immediate right is Dr. Mel Chiogioji, who's responsible for State and local assistance programs. To my left is Dr. Maxine Savitz, who is responsible for the conservation programs.

BUDGET REQUEST

Mr. Chairman, I will briefly highlight my prepared statement in accordance with your desires. I just noted that my statement says $193 million; your copy reads $195 million, but I don't think we need to get into a debate over that minor discrepancy.

Senator McClure. I wish that were the smallest difference.

Mr. DeGeorge. That's as close as we've been around here for awhile. The $193 million is the amount that the Department feels is fully adequate to implement the Department's energy conservation programs. Many changed conditions, particularly the national economic conditions, clearly make conservation more cost-effective. Also, there is a widespread public awareness of the benefits of conservation, driven primarily by price. Nevertheless, the Federal support for energy conservation will remain high, primarily due to the tax credits which are expected to total some $800 million in 1982 alone and, as I recall, $4 billion over the next 5 years.

Fundamentally, the administration's energy policy is based upon the following underlying assumptions: that the Nation's energy problems will be solved primarily by the American people themselves, not by the Government; that the Government's role is to establish sound public policies based on economic principles, so that individuals and firms have the incentives to produce and conserve energy efficiently; and, third, that the Government's role is not to select and promote favored sources of energy.

This administration's policy asserts that it is the Federal Government's role to invest in and support longer term, generic, and high-risk technologies in potentially high-payoff research, and that the marketplace can and will better serve to perfect and commercialize new energy technologies.

Accordingly, industry is expected to support the development and demonstration of promising near-term technologies. In accordance with that basic premise, the Department has reviewed its budget and has made certain decisions that I would like to recap, not all of which are in the statement.

First, the Department will not be making investments in commercialization. The conversion of engineering technology into near-term marketplace products will be the role of industry.

Second, we will not invest in large-scale demonstration programs. On the solar side, we have had considerable investments; in conservation, the investments have been smaller. Across the Department, it has been deliberately decided that large-scale, sophisticated demonstrations, often involving hundreds of millions of dollars, can no longer be afforded and will be left to the marketplace.

Third, information dissemination in this budget is substantially reduced. It has not been eliminated. I know that an outcry has been made, but we have looked at other mechanisms and consolidations in order to reduce those expenditures, while maintaining the dissemination capacity.

Fourth, the Solar Energy Research Institute—SERI—in Golden, Colo., which is our prime laboratory, will be reduced in dollar value, primarily because of the reduced total investments on the solar side, but also because we want to convert it into a hard research and development laboratory, not unlike the models that we use in the rest of the Department.

Fifth, the Department feels that a great deal of its work on the regulatory side—appliance standards, building standards, temperature standards—are no longer appropriate because of this administration's desire to let industry address these problems. More importantly, we have reached a level in those technologies and processes where it's felt that industry can carry forward any self-policing that it considers necessary.

Finally, I would conclude by saying that the investment tax credit and the energy-related tax credits plus the depreciation schedules which are projected in the tax legislation will substantially encourage American industry to make the necessary investments.

That concludes my statement, Mr. Chairman.

BUILDING SYSTEMS

Senator McCLURE. Thank you very much.

Under the buildings and community systems category, there are a number of accounts and subaccounts which we will focus on for a few minutes, beginning with the envelope systems and materials subaccount dealing with conservation programs focusing on wall and roof systems, thermal insulation, and daylighting.

You indicate that, quote,

> Performance knowledge is so primitive today that current design practice unknowingly utilizes enevelope systems and materials components that counteract one another from an energy perspective.

Why is our knowledge so poor in this regard?

Mr. DEGEORGE. I will let Dr. Savitz add to this, sir, but it's my understanding from talking to the people at laboratories, that the Department has not made a large and significant investment in basic materials and long-term component research, nor in the application of new materials. It is a recasting of our agenda to make investments in the longer term research concerning materials, films, and components that is necessary and that we feel has not received sufficient past attention. We are recasting in accordance with our present mission and philosophical approach.

Senator McCLURE. Well, I'm a little puzzled by that because philosophically we say these things ought to be left to the marketplace. Why did you select this one particular one and say this one won't be done in the marketplace; we're going to do it in the public sector?

Mr. DeGeorge. I do have an opinion, but I think Dr. Savitz is much more expert than I am in this area.

Dr. Savitz. These kinds of studies are more fundamental studies rather than looking at product development and the like, and this country has never had a center for buildings technologies or systems development, such as in Britain, where there's a center for building technology that looks at basic building relationships.

We have had a space program that looks at a lot of——

Senator McClure. Well, how about the Forest Products Lab in Madison, Wis.? They've been doing this for years and have spent billions of dollars at it.

Dr. Savitz. Well, some of them look at the forest products in certain houses, but they have never done fundamental studies that would consider the building envelope and components under changing conditions. In reality, a building interacts with a continually changing climate. We don't have any idea how heat flows inside and outside walls.

Senator McClure. Do you mean the architecture and engineering schools over the years have been totally inept in this field?

Dr. Savitz. They haven't put energy in as a component up until the last few years because it was very cheap and available, and so they looked at the design more from attractiveness, health, and structural safety as opposed to looking at where the heat losses and gains were going to be.

Senator McClure. But aren't they doing a great deal in that right now? Isn't the private sector response to which you allude in other areas really very great in this particular area?

A design firm in New Mexico designed a building that was built in Idaho Falls, Idaho, for the contractor of the International Engineering Laboratory to house their building and to house their offices. The only heat in the building is sodium vapor lights and the heat of the human bodies that are occupying the building, and that is sufficient for all the heating requirements in that building to 6 below zero.

Dr. Savitz. Well, we are finding, particularly with the commercial buildings, such as large office buildings, there has been more of a move to do that in the last few years, but your example is not the norm. In single-family housing, there has been less of a move to building more energy-efficient houses than what they could be doing. We are doing some case studies as part of this budget so we can translate technical results for other builders.

Senator McClure. Isn't the National Housing Center doing the research work in that exact area?

BUILDING ENERGY SCIENCES BUDGET

Dr. Savitz. The National Association of Home Builders Research Foundation does work jointly with us. They built one model of a very tight house, and we then are performing the data analysis with them. So it has been a joint effort to look at a variety of technical problems.

They have relatively little money for research. And as construction has been down, the homebuilders have even less money now. It has been a joint effort with us and the Home Builders Research Foundation.

Senator McClure. What is the 1982 request for this activity, and what do you expect it will do to improve the situation?

Dr. Savitz. Do you want just what is the envelope and materials part? The building energy sciences budget itself is $17 million requested. The envelope part——

Senator McClure. Perhaps it would be most useful if you would break that down into its subelements and do that for the record.

Dr. Savitz. I know the subelements. I don't know the dollars per each. But the subelements are ventilation and control——

Senator McClure. I would like you to indicate how that will be broken down in dollar components as well and provide that for the record. That would be helpful.

Dr. Savitz. We will be happy to do that.

[The information follows:]

SUBELEMENTS OF BUILDING SYSTEMS FISCAL YEAR 1982 BUDGET REQUEST

Subelements	Amount	Percent
Ventilation and controls	$2,428,000	14
Envelope systems and materials	3,200,000	18
Energy performance calculations and diagnostics	4,775,000	27
Energy conversion equipment	3,400,000	19
Pilot projects and case studies	3,497,000	19
Test procedure development	600,000	3
Total	17,900,000	100

STANDARDIZED TEST PROCEDURES FOR ENERGY CONSUMPTION AND COST

Senator Schmitt. The Senator might be interested to know that we use a little magic when we build buildings in Idaho in addition to technology. [Laughter.]

Senator McClure. I thought it was good New Mexico architects.

Senator Schmitt. It's New Mexico architects, and we pipe in the sunshine. That's what's known as a heat pipe. [Laughter.]

APPLIANCE STANDARDS AND LABELING

Senator McClure. How far along is the development of standardized test procedures regarding energy consumption and energy cost for appliances?

Mr. DeGeorge. If I understand the question, Mr. Chairman, are we talking about the basic appliance standards here?

Senator McClure. Yes.

Mr. DeGeorge. We have just about completed our own in-house review. I think I may have described to this committee before—I know I have to other committees—we are going through three major steps—

first, there will be an in-house verification of the data. Second, we want to publish in the Federal Register around June or July the verification since we have made some changes in that data. Third, an independent contractor will verify the data so that there will be no question that the data supports the ultimate decisions.

We were legally required to do this in January. It looks like it will be finished in the August–September timeframe.

Senator McCLURE. Has industry taken part in the development of these testing procedures?

Mr. DEGEORGE. I don't know.

Dr. SAVITZ. The actual test procedures on which both the data to be derived for labeling and standards levels are based were developed jointly by the Bureau of Standards and DOE. Industry has reviewed and commented on the test procedures through the comment and administrative process. What we're doing now concerning test procedures is, if an amendment is warranted as new technologies are introduced or if industry identifies improvements that cannot be tested using the current test procedures, they apply to us for waivers or for revisions, and we are quite responsive to their requests.

Senator McCLURE. Do they generally support the direction that you have taken, or are they simply adhering to the letter of the law and little, if anything, more?

Dr. SAVITZ. In the labeling program, they have been very supportive. I think partly it was again for a national program as opposed to the various State programs, and they have been putting the labels on for just about 1 year. May 1980, was the effective date of the labeling program; all products manufactured on or after that date must have labels placed on them. The manufacturers have adopted the test procedures and haven't tried to get around them. And we have tried to accommodate them also in making them less costly.

Senator McCLURE. My question isn't so much as to whether they're trying to evade them but whether or not they see value in them and are trying to further them and support the goals, or whether they simply say, "Well, this is a program and a regulation; we're going to have to meet it," so they go along with it.

Dr. SAVITZ. I think the labeling they support as an information tool for getting information out to the consumer.

Senator McCLURE. But some companies have been charged with being less interested in getting information to consumers than others, and I suppose if their relative energy efficiency was low, they wouldn't be very anxious to have that label on them.

Dr. SAVITZ. It is a very mixed reaction. And I would agree with you. Even with regard to standards, the industries that have the best appliances are most anxious for the Federal Government to prescribe final standards. It is not a unified industry at all and varies from product to product.

Senator BUMPERS. Mr. Chairman, would you yield on that point?

Senator McCLURE. Yes.

Senator BUMPERS. What is your own personal feeling about the effect the labeling program has had in accomplishing the very same thing the energy efficiency standards would accomplish? In other words, if you have three washing machines—A, B, and C—and each one of them has a label on it showing the average annual cost of operating that appliance, consumers will, for the most part, force manufacturers into producing efficient appliances; will they not?

Dr. SAVITZ. Yes, because that is what the market will demand.

Senator BUMPERS. Well, let me say this. I voted originally for these energy efficiency standards, and I also voted for labeling requirements. I have a couple of appliance plants in my State, and representatives from them have visited me, and have made what I think are fairly persuasive cases. I'm not saying that I'm totally persuaded at this point, but I looked over a number of labels they brought me. Whirlpool Corp., for example, had a model which they were pretty proud of. But testing indicated that it was a pretty high energy user, and they couldn't sell it because the competition was better for pretty much the same appliance. And they said it was going to cost them roughly $20 million that they had put into research and development of that particular appliance to take it off the market because they couldn't sell it.

Dr. SAVITZ. They couldn't sell it because it was added additional cost.

Senator BUMPERS. Because that label showed that the average annual cost of operating it was much too much compared to other appliances sitting on the floor with it.

I understand that the chairman asked you about these test standards.

Now are we supposed to go further under the old act? Is the Department charged now with the responsibility of demanding, for example, that they save *x* number or 20 percent on the average?

Mr. DEGEORGE. Not as a numerical process, sir.

Senator BUMPERS. Are you under any kind of a mandate other than testing and labeling?

Dr. SAVITZ. We are required to issue standards for appliances, if they meet certain criteria. It would be a minimum standard which would mean that certain appliances that didn't meet the standard couldn't be sold.

Senator BUMPERS. Give me an example of a standard.

Dr. SAVITZ. A standard could say that for room air-conditioners, an EER of 8 was the standard.

Senator BUMPERS. What's EER?

Dr. SAVITZ. That's the energy efficiency ratio, sir, the relationship of the energy versus the amount of the cooling.

Senator BUMPERS. And a minimum standard is all they're required to meet?

Dr. SAVITZ. Yes; what it would mean is, if there is a standard—you get an air-conditioner that was 7 and you had another one that was 9, you can't balance those out; you can only sell the 9.

Now the Department has asked for essentially no funding for the appliance standards with the intent of doing away with the regulatory mode of not issuing standards. We are currently, as Mr. DeGeorge mentioned, reviewing what the basis for standards would be.

Senator BUMPERS. With your indulgence, Mr. Chairman, let me ask just one further question on this subject.

A company as large as Whirlpool manufactures a whole host of appliances. There is some kind of requirement at the present time that the appliance tested must be kept on hand, so that the standards or the tests can be verified by DOE; is that not correct?

Dr. SAVITZ. When we had proposed a proposed standards and certification method last June for the appliance standards, that was one of the options we considered. We have subsequently changed a lot of these types of requirements. For example if there were standards, we would establish the same kind of requirements that the Federal Trade Commission requires, which I think is not to retain—and I will have to check that for the record—but not to have to retain the appliance but just retain the data on the appliance.

Senator BUMPERS. Is it your understanding that that is the current regulation—that they only need to retain the data?

Dr. SAVITZ. That is my understanding, but I would have to check because the Federal Trade Commission is implementing that part.

Senator BUMPERS. Well, you see one of their complaints, and it is a legitimate one, is that that ties up a considerable amount of capital if they have to keep that appliance sitting around for 2 years so somebody can verify the test.

Dr. SAVITZ. That was something we had possibly proposed last year, but we have changed our thinking on that.

Senator BUMPERS. Is that to say that they are now free to dispose of that appliance once the test has been made, as long as they preserve the data?

Dr. SAVITZ. As far as I know, that is the case.

Senator BUMPERS. Thank you, Mr. Chairman.

Senator MCCLURE. Senator Schmitt?

[The information follows:]

MANUFACTURER RETENTION OF TEST UNITS UNDER ENERGY CONSERVATION PROGRAM FOR CONSUMER PRODUCTS

Currently, there is no requirement for manufacturers of consumer products subject to the energy conservation program for consumer products (title III, part B of the Energy Policy and Conservation Act as amended by the National Energy Conservation Policy Act) to retain consumer product units tested. The Department of Energy (DOE) however, did include such a requirement in the proposed rule for energy efficiency standards for consumer products, issued June 19, 1980 (45 Federal Register 43976, June 30, 1980).

Information obtained at the public hearings and the four public meetings held on the proposed rule questioned DOE's test unit retention requirement as burdensomeness. At present, DOE is conducting an intensive review of the proposed appliance energy efficiency standards to determine whether or not final standards should be promulgated based on the criteria set forth in the existing law. In addition, DOE has requested that the Congress appropriate no funds for the further development or implementation of such standards in fiscal year 1982. However, if DOE determines that appliance energy efficiency standards should be promulgated, it is unlikely that a provision requiring the retention of test units would be retained in the final regulations.

Senator SCHMITT. Thank you.

Mr. Secretary, could we first of all try to establish a definition or two—in the world that I came out of, aeronautics and space, we did not use technology and development in the same way. When we talked about research and technology, it meant something different than research and development. And what it meant was that we basically were not building full-fledged systems; we were building components and subsystems and doing some basic research to try to understand better how somebody else could build a system.

A classic example is the jet engine which the old NACA, the National Advisory Committee on Aeronautics, worked with the Air Force, the private sector, and academia through various research institutions, including Government institutions, to figure out how to build better turbine blades, how to build better compressors—just a wide variety of things—better air flow, lubricants, bearings, et cetera. And they never really got into building engines. They may have tested things in engines, but they never really built engines.

Now if I read you correctly, you're saying that the direction in which the Department is headed is more toward the research and technology types of activities than what we have—than what has previously been development and demonstration. Is that correct? Do I understand you?

Mr. DEGEORGE. Let me try it this way, Senator. I would agree with your definition of research in basic components, basic materials, as illustrated by the old Cleveland facilities at NACA with the wind tests of the various components. We would work with basic materials, such as construction materials, or ceramics, for a new type of engine, and possibly basic battery storage efforts. That would be a fairly good set of analogies, I think, of what we would call research.

The line between research and development gets a little more hairy.

Senator SCHMITT. But you see what you just described is what NASA would call research and technology.

Mr. DEGEORGE. It is pretty close to the DOE definitions of research and development. We are specifically changing our philosophy on demonstrations. We previously would build a full-scale working model to actually produce electricity, for example ocean thermal energy conversion—OTEC—which is a large-scale, $50, $60 million investment, or the solar thermal facility at Barstow, which was $100 million investment to scale up and test a system.

Senator SCHMITT. I understand what you are saying. I would argue with your definitions. Those would sound like prototypes in the old jargon of NACA other than demonstration, but I know what you are doing. I just want to be sure that you and I were communicating when you use your language, but I think it is probably inappropriate because demonstration to me is something that you think the next step is going to be a commercial facility, and I don't think that is true either in OTEC or Barstow.

Mr. DEGEORGE. Demonstration projects as defined, are not proposed in this budget.

Senator SCHMITT. And so you are looking at SERI, for example, as becoming more like Lewis or Langley or Ames in terms of a place that is going to produce new technologies, prove out materials, new ways of doing things, rather than actually building windmills or building complete systems.

Mr. DEGEORGE. Exactly.

Senator SCHMITT. Now, one of the reasons that that has been stated in other hearings before the Congress recently, just a few weeks ago, that the NACA/NASA aeronautics technology development effort has been so successful and that the agricultural—in the early days the agricultural technology development was so successful is that by the way they were organized and set up. They were divorced from regulation. That the industry, the associated industry was not dealing with the same agency that was going to regulate them, and therefore there is no reluctance to report back and forth to share information and so forth.

Do you see that as a problem in the conservation division?

Mr. DEGEORGE. No, sir, I think that could constructively be one of the benefits of backing off the strong regulatory role, as we have decided for our 1982 budget.

Senator SCHMITT. So you would say that one of the benefits of doing that is that you probably will get better cooperation from the industry?

Mr. DEGEORGE. Well, I would theoretically agree with you. Remember that the industry, in many cases, consists of a lot of people who have subcontracts and work with some of these laboratory facilities. However, it would be uneven. I think that if we were working with an air-conditioning company to develop a technology and transfer that information, we would be in better shape to do that if, we were not regulating the specific output of their air-conditioner.

Senator SCHMITT. Well, I certainly encourage you to do that although I should think that the inherent difficulty is going to exist in DOE so long as it is both the R. & D. agency and the regulatory and enforcement agency.

Mr. DEGEORGE. Well, at this point I know very few regulatory programs that the agency is suggesting that we continue.

Senator SCHMITT. But it is still charged with that responsibility.

Mr. DEGEORGE. At present, yes, sir.

REIMBURSABLE PROGRAMS AT NASA

Senator SCHMITT. Now, it is my understanding that your reimbursable programs with NASA are going to be significantly curtailed. This would be in the area not of—since the work that NASA is doing is largely a research and technology effort rather than research and demonstration effort, could you give us some feeling of the scale of that curtailment? What is, say what you expect that reimbursable effort to be in fiscal year 1981, and what you would expect it to be in fiscal year 1982. I'm asking this, Mr. Chairman, trying to get a handle on this for my other subcommittee on the authorization side as well as in the HUD and Independent Agency Subcommittee.

Mr. DeGeorge. Dr. San Martin, I believe, has the data with him, sir, and what he is not able to provide, we can certainly supply for the record. We have had discussions in depth with NASA very recently in this area.

[The information follows:]

CONSERVATION AND RENEWABLE ENERGY WORK PERFORMED BY NASA FISCAL YEAR 1981-82

[All amounts in thousands of dollars]

	Fiscal year 1981	Revised fiscal year 1981	Fiscal year 1982
CONSERVATION			
Transportatin programs:			
Gas turbine project	45,600	22,300	2,500
Stirling engine project	17,200	12,440	2,000
Electric and hybrid vehicles	17,096	12,474	10,710
Vehicle systems technology	3,140	1,970	1,500
Alternative fuels utilization	1,250	950	3,680
Diesel technology	500	300	0
Electric energy systems:			
Load management and control	1,100	1,100	0
Energy storage systems:			
Redox energy storage	1,900	1,100	1,100
Industrial programs:			
High temperature heat pump	3,499	0	0
Geothermal energy:			
Helical screw expander	150	150	0
Energy conversion utilization technology	900	900	1,600
Solar energy:			
Wind energy systems mod-OA, 1, 2, 5, and 6	29,500	20,780	7,100
Photovoltaic stand-alone project	4,400	3,300	300
International market development	500	0	0
Solar thermal subsystems (Stirling)	3,100	3,100	(¹)
Parabolic dish/electric module development (Rankine and Brayton)	5,175	5,175	(¹)
Parabolic dish applications (propulsion technology)	7,875	6,265	(²)
Solar pond technology	685	685	2,000
Research and advanced technology (components, material, fuels)	2,100	1,650	0
Planning and information project (formerly included in item 19)			1,000
Low cost solar array project (photovoltaics)	33,900	27,400	20,000
Photovoltaic technology development	4,300	4,000	2,300
Solar heating and cooling system development in support of demonstrations	1,700	1,700	0
Solar heating and cooling demonstrations technology project management	550	450	0

[1] Consolidated for 1982.

[2] Total $3,100.

CONSERVATION AND RENEWABLE ENERGY WORK PERFORMED BY NASA FISCAL YEAR 1981-82—Continued

[All amounts in thousands of dollars]

	Fiscal year 1981	Revised fiscal year 1981	Fiscal year 1982
CONSERVATION—Continued			
Solar energy—Continued			
Solar heating and cooling in Federal buildings	9,393	9,393	0
OTEC-1 and OTEC pilot plant operations and technology management	500	150	0
Total conservation and renewable energy	196,013	137,732	ˈ58,890

CE is now planning near-level funding for NASA in the out years (fiscal year 1983 thru fiscal year 1987). The programs will focus on long-term research and development and stabilize at fiscal year 1982 funding levels.

Dr. San Martin. If you're interested in both the fiscal year 1981 and fiscal year 1982 status, currently for all of both conservation and renewables at NASA Lewis, for instance, in fiscal year 1981 we have committed just over $64.5 million in 1981 and our proposed budgets for 1982 will support a level of effort of just over $21 million.

With regards to JPL, the totality of our efforts in 1981 are just under $60 million, like $59.3 million, and in fiscal year 1982, we are currently planning just over $35 million at that particular laboratory.

And at NASA Marshall, that we also do work with, in fiscal year 1981 we are undertaking 11.7 million dollars' worth of work and our plans for 1982 are $3.2 million.

Senator Schmitt. OK. So there is a considerable cutback in those particular technology efforts which, as I understand it at JPL are largely associated with solar and, in particular, photovoltaic activities; at Lewis are largely associated with propulsion system technology; and at Marshall solar heating and cooling technologies.

Dr. San Martin. That is correct.

Senator Schmitt. Now, obviously, even though the emphasis of the Department is shifting more toward the basic research and technology efforts, with respect to your activities, reimbursable activities to NASA they are going to be even more curtailed than otherwise. Is there a particular reason for that? Do you feel you have the in-house technology now to do the research?

Mr. DeGeorge. One was a significant reduction in the solar budget, sir. The second point is SERI will be reorganized substantially, particularly on the photovoltaic side, to become a very strong research laboratory. That affected the mix of work that will not be passed to NASA.

Senator Schmitt. So the expertise on photovoltaics at JPL will either be not utilized as fully, or it will be shifted to SERI?

Mr. DeGeorge. I don't know how the mathematics will come out, sir. I can tell you that SERI will be spending a much higher percentage of their funding in basic research, but I don't know the absolute mix between SERI and JPL.

Senator SCHMITT. Would they subcontract this with JPL?

HEAT ENGINE WORK

Mr. DEGEORGE. They pass on a great deal of their money through subcontracts. I don't know if any of it goes directly to JPL. I doubt it, because we deal directly with NASA and JPL, for example, in heat engine work. I don't think there has been that sizable a cut in that area. Maxine Savitz might be able to talk to that.

Dr. SAVITZ. Well, the heat engine work is being refocused so that we won't be doing development of the Stirling or the turbine engines, but we will be doing some basic research and NASA Lewis has been helping us project manage the three heat engine contracts so the bulk of the money that has been going there has been going for those developments, and that, I think, is eliminated from the budget.

Senator SCHMITT. You're talking about development being with Ford.

Dr. SAVITZ. With Ford-Garrett.

Senator SCHMITT. Do you actually get an engine on line?

Dr. SAVITZ. Yes; a prototype development that worked that is being discontinued.

Senator SCHMITT. You're going to discontinue that?

Dr. SAVITZ. That's right. Then we'll just be doing some basic ceramics research and some basic characterization of the materials and seals rather than doing the prototype development.

Senator SCHMITT. Do you know whether Ford intends to take up the slack in the development of the Stirling engine?

Dr. SAVITZ. Ford had dropped out of the Stirling engine a couple of years ago. Ford was working on the turbine engine. We had two turbine engine contracts, one with Ford-Garrett; the second one with General Motors-Pontiac. It was—the Stirling was being done by MTI, along with some American Motors. Whether Ford will continue is something unknown. They released today their losses again last quarter, and it's just not certain.

Senator SCHMITT. Thank you. Mr. Chairman, this has been useful information. I'm not sure what we will do with it. It sounds like a lot of useful people and technology are going to go down the drain for a while, but we will explore that further. Thank you very much, Mr. Chairman.

Senator MCCLURE. Thank you, Senator. On page 29 in the justification it is stated that the residential conservation service account will be zeroed in fiscal year 1982 because it "Would have imposed massive regulatory burdens that would be a nightmare to administer and enforce."

You continue saying, "Where conservation is an economical alternative to new generating capacity, utilities are already developing their own conservation programs."

UTILITY COMPANY CONSERVATION PROGRAMS

I wonder if you could provide for the record a list of the utility companies and where they are located throughout the country, that are, in fact, developing their own conservation programs and the extent and the nature of those conservation programs.

Mr. DEGEORGE. Yes, sir, we will.

[The information follows:]

UTILITIES DEVELOPING CONSERVATION PROGRAMS

It is not possible to determine which utilities would be conducting RCS-like programs if the National Energy Conservation Policy Act had not been legislated, or to determine which utilities would continue these programs if the legislation were rescinded. Many utilities began implementation of conservation programs during the 1970's. These programs ranged from the distribution of information on energy conserving techniques to the offering of home energy audits and the financing of conservation investments. Recently, many utilities have begun to initiate programs designed to meet the requirements of the Residential Conservation Service, established by the National Energy Conservation Policy Act. For example, utilities in the following States have already distributed program announcements describing the availability of RCS services: Colorado, Connecticut, Georgia, Iowa, Massachusetts, Minnesota, Mississippi, Nebraska, Oklahoma, Rhode Island, and West Virginia.

In addition, California has passed State legislation making the RCS audit a prerequisite to receiving substantial State tax credits for conservation investments. Also, many utilities on the west coast are faced with the need to invest heavily in new generating capacity if existing capacity cannot be stretched, and conservation appears the most economical and practical approach. The Tennessee Valley Authority (TVA), too has been trying to achieve efficient use of electricity since mid-1970's. Their conservation programs have often served as a model for other utilities. DOE does not, however, have current information on the total number of conservation programs that have been independently initiated by utilities.

DISSEMINATION OF INFORMATION

Senator MCCLURE. The thrust of the question is obvious. Are we really getting that kind of energy conservation at the utility level; can we depend upon it; and if, as a matter of fact, we can depend upon it, how confident can we be that they will continue that if there isn't a Federal program to provide some guideline or impetus.

Mr. DEGEORGE. I understand the question, sir.

Senator MCCLURE. Can you briefly describe now, and then in detail for the record, how you plan to disseminate technological and other information if we agree to zero the analysis and technology transfer account as you've requested.

Mr. DEGEORGE. Well, there are many outlets, including the Department's Technical Information Center, which is a very large operation for the dissemination of technical reports. SERI maintains a substantial data base of information which is available to the public. There are other data information systems that, are being consolidated; for example, the President's clearinghouse, which dealt mainly with State and local officials and the National Solar Heating and Cooling Information Center, that is a telephone-mail answering service, are being consolidated under the Franklin Institute.

While we're attempting to consolidate those outlets, we are still going to be spending many millions of dollars in those information dissemination models.

INFORMATION TECHNOLOGY ACCOUNTS

Senator McCLURE. Would you detail for the record where the information technology transfer accounts are and how much money is involved in each.

Mr. DEGEORGE. Yes, sir, we will.

[The information follows:]

TECHNOLOGY TRANSFER INFORMATION DISSEMINATION

As a result of the administration's redirection of the conservation program, the information programs of the Office of Buildings and Community Systems will be structured to provide inquiry/referral, data collection and analysis, and dissemination services to meet high priority needs of the research and development community, followed by other specialized users, such as trade and professional organizations (that is, engineers and architects), building and equipment managers, financial institutions, and State and local government officials.

Future plans for technology tranfer activities will be limited to those directly associated with specific areas of research and development investigations, and will include materials and mechanisms to promote accelerated adoption of technologies by suppliers and users. Funding for these activities will be held to a minimum and will come from the respective technology research and development budget line items with which they are directly associated.

Since it is expected that private sector information dissemination activities aimed at the layman/consumer will increase, the Office of Buildings and Community Systems will be terminating activities aimed at this audience. Healthy marketplace competition should stimulate private sector dissemination efforts and increase the availability of accurate, reliable product information. In addition, many utilities, public interest groups and associations, and local communities are expected to expand existing information dissemination programs on energy conservation awareness.

INFORMATION AND TECHNOLOGY

Senator McCLURE. There's a distinction between information and technology. Information is rather general, technology is rather precise. If I could use that kind of a breakdown, the technology might not be available or usable to a homeowner in conservation in his home. Information would be that which the lay person could accept and use. Would that be a useful definition or distinction, and could you indicate in your submission how much of the expenditures and activities in each area are related to those two categories of information and technology transfer.

Mr. DEGEORGE. Yes, sir, we will do our best.

FEDERAL ENERGY MANAGEMENT PROGRAM

Senator McCLURE. Under the Federal energy management program account you state one of the goals for 1982 is to complete the overall energy management plan. When will the plan be completed?

Mr. DEGEORGE. Well, we have had several versions in draft form. I expect that we will be able to come up with a Federal energy management plan by this summer. I might add that there is considerable debate as to what that plan should be and how much we should impose on our own Federal Government, but we will have a working document by this summer.

Senator McClure. What kind of information do you expect it to provide with respect to the conservation of energy in Federal facilities?

Mr. DeGeorge. Well, the plan itself does stipulate what each department and independent agency is doing, what the plans are for improvement, what our standards are in the sense of measurement, and what we expect from the departments and agencies. With the reduced budget, it will be little more than that, sir.

Senator McClure. Generally speaking, how well has the Federal Government done already? Do you have any quantitative measurement of how well we have done in reducing energy consumption?

Mr. DeGeorge. I guess the adjective I would apply would be lousy.

Senator McClure. It is lousy so we're going to reduce our effort?

Mr. DeGeorge. Well, it is lousy because the Government doesn't seem to do an awful good job at monitoring and directing its own agencies to enforce and deal with it.

Senator McClure. We're a lot better applying standards to other people than we are to the Federal Government?

Mr. DeGeorge. That is a fair call.

Senator McClure. Unfortunate, isn't it?

Mr. DeGeorge. Yes, sir, I think it is.

Senator McClure. The worst water polluters in the United States are Federal agencies; the worst air polluters are Federal agencies; the worst violators of ocean standards are Federal agencies.

Mr. DeGeorge. We don't seem to be doing a very good job at enforcing ourselves to do what we expect from others.

Senator McClure. Well, I would have to add that that is not just the executive branch, the legislative branch, exempts itself very neatly from a number of standards applied to other people. What part is GSA doing in the efforts with respect to Federal facilities?

Mr. DeGeorge. I do not know the details of the overall plan or the process of requesting information and monitoring progress. That is the Department of Energy's responsibility. I doubt that we treat GSA any differently as an agency, but I don't know.

Dr. Savitz. I know they were hoping to chair with us a group to get other Government agencies to try to do better in what they were doing, so we are working as partners.

Senator McClure. Are you aware that one of the ways that GSA has attempted to reduce consumptions is by closing down energy systems in Federal buildings at an arbitrary fixed time of day, such as 5 p.m.?

Dr. Savitz. Yes, our building goes off at 5 p.m. [Laughter.]

Senator McClure. Then they get around building tenants' complaints by charging rather exorbitant rates to keep them running after that. That doesn't do much for energy consumption, but it does a great deal to increase the flow of money into GSA.

Senator Bumpers. My staff loves that rule. It cost us $200 an hour in Little Rock if anybody stays past 4:30 or 5 o'clock.

Senator McClure. That's the reason the question is in here. [Laughter.]

BUILDING CONSERVATION

Senator Schmitt. Mr. Chairman, if the Senator would yield for a moment, I think it might be useful if they could provide us with some kind of an agency-by-agency breakdown of the major agencies. I think it's a little bit unfair. There are a few agencies, or portions of agencies, that have done quite well, have they not, in the building conservations, in particular?

Mr. DeGeorge. Yes, sir, we do have the information. We'll be glad to provide it for the record.

[The information follows:]

Federal Government Energy Conservation

The following tables provide an agency-by agency record, for the 25 largest energy using agencies, of total energy consumption and energy consumption for buildings and for general operations. During the period beginning with fiscal year 1976 and continuing through the end of fiscal year 1980, when national energy use was increasing and Federal agencies were assuming expanding missions and activities, energy consumption by Federal agencies decreased by more than 6 percent with cumulative energy savings of almost 92 billion barrels of oil equivalent.

FEDERAL ENERGY USE FY 1975 TO 1980
(In Billions of British Thermal Units (BTU x 10^9) and
Millions of Barrels of Oil Equivalent (MBOE))

AGENCY/ DEPARTMENT	FY 1975	FY 1976	FY 1977	FY 1978	FY 1979	FY 1980	PERCENT CHANGE 1975 1980	PERCENT CHANGE 1979 1980
DEFENSE	1,487,093.2	1,386,805.2	1,401,224.8	1,365,744.1	1,384,168.8	1,389,713.4	6.5	+ 0.4
ENERGY	87,0008.2	91,703.3	88,257.5	87,526.9	87,080.6	84,104.1	3.3	3.4
USPS	55,510.0	54,832.5	58,941.0	54,942.2	52,546.5	49,327.1	11.1	6.1
GSA	44,859.8	43,836.3	43,785.6	44,622.9	44,870.2	42,337.2	5.6	5.6
VA	39,319.3	36,467.2	37,925.0	39,444.9	38,464.7	37,347.3	5.0	2.9
TRANSPORTATION	27,491.2	27,014.3	28,315.4	28,515.4	27,351.4	27,328.8	0.6	0.1
NASA	26,418.0	25,138.6	23,978.1	22,449.7	22,394.3	21,389.4	19.0	4.5
INTERIOR	12,403.9	13,121.6	13,521.8	12,182.0	12,388.9	11,654.7	6.0	5.9
AGRICULTURE	11,928.7	11,606.7	10,772.8	11,222.8	11,593.4	11,167.7	6.4	3.7
HHS	9,264.0	9,590.0	9,927.2	9,555.7	9,715.7	9,362.8	+ 1.1	3.6
JUSTICE	6,157.1	7,172.1	7,359.3	7,175.2	7,571.8	7,345.0	+ 16.7	3.0
COMMERCE	3,599.9	3,897.2	3,878.7	3,812.1	3,924.9	4,781.0	+ 32.8	+ 21.8
TREASURY	4,236.6	4,184.6	4,268.5	4,322.3	4,194.1	3,934.6	7.1	6.2
LABOR	1,675.1	1,631.8	1,757.7	1,771.2	1,695.7	1,827.8	+ 9.1	+ 7.8
PANAMA CANAL	2,490.5	2,533.9	2,636.6	2,552.0	2,172.1	1,604.2	+ 35.6	26.1
EPA	1,259.1	564.1	557.4	1,330.7	1,258.2	1,257.9	0.1	2.2
TVA	777.8	905.3	1,052.3	1,120.1	1,148.1	1,217.1	+ 56.5	6.0
NSF	334.9	378.7	433.3	466.2	517.7	494.0	+ 47.5	4.6
HUD	375.0	308.1	315.5	336.5	293.8	248.4	33.8	15.5
SBA	80.8	80.6	88.3	110.7	90.7	92.7	+ 14.7	+ 2.2
OPM	98.0	91.2	94.0	88.7	85.8	77.7	20.8	9.4
FCC	45.4	44.5	46.5	49.1	50.5	45.9	+ 1.1	9.1
STATE	33.1	35.5	31.4	31.4	28.0	33.3	+ 0.4	+ 18.9
ICC	22.3	24.2	25.2	24.0	21.9	20.5	7.8	6.4
CAB	1.4	1.7	1.8	1.6	1.7	1.4	1.8	19.4
TOTAL BTU x 10^9	1,822,482.3 314.2	1,721,969.2 296.9	1,739,185.4 299.9	1,699,399.1 293.0	1,713,629.3 295.5	1,706,714.0 294.3	6.4%	0.4%
ANNUAL SAVINGS FROM FY 75 (BTU x 10^9) MBOE		100,513.1 17.3	83,296.9 14.4	123,083.2 21.2	108,853.0 18.8	115,768.3 20.0		
CUMULATIVE SAVINGS FROM FY 75 (BTU x 10^9) MBOE		100,513.1 17.3	183,810.0 31.7	306,893.2 52.9	415,746.2 71.7	531,514.5 91.7		

1972

FEDERAL ENERGY USE IN BUILDINGS AND FACILITIES FY 1975 TO FY 1980

(In Billions of British Thermal Units (BTU x 10^9) and Millions of Barrels of Oil Equivalent (MBOE))

AGENCY/ DEPARTMENT	FY 1975	FY 1976	FY 1977	FY 1978	FY 1979	FY 1980	PERCENTAGE CHANGE 1975 · 1980	PERCENTAGE CHANGE 1979 1980
DEFENSE	640,314.4	598,420.6	602,125.5	594,042.0	587,152.0	572,116.0	− 10.7	− 2.6
ENERGY	85,057.5	89,610.6	86,115.2	85,103.6	84,801.1	81,747.9	− 3.9	− 3.6
USPS	44,269.0	43,701.8	47,201.5	43,424.6	41,414.3	38,495.9	− 13.0	− 7.0
GSA	44,684.6	43,661.3	43,609.5	44,453.1	44,714.5	42,198.8	− 5.6	− 5.6
VA	38,698.5	35,834.8	37,311.0	38,834.7	37,853.8	36,785.8	− 4.9	− 2.8
TRANSPORTATION	16,308.2	14,798.7	15,881.4	15,978.2	15,483.4	15,613.2	− 4.3	+ 0.8
NASA	24,896.7	23,518.2	22,252.4	20,768.4	20,562.1	19,807.5	− 20.6	− 4.6
INTERIOR	9,054.1	9,656.1	10,120.8	8,663.9	8,731.9	8,315.0	− 8.2	− 4.8
AGRICULTURE	6,756.7	6,056.1	5,477.2	5,457.6	5,751.8	5,845.2	− 13.5	+ 1.6
HHS	8,521.1	8,818.5	9,238.6	8,858.5	9,089.5	8,943.7	+ 5.0	− 1.6
JUSTICE	4,306.6	4,976.3	5,359.6	5,216.1	5,517.5	5,388.5	+ 25.0	− 2.3
TREASURY	2,004.3	1,959.8	2,032.8	2,088.3	2,011.1	1,976.3	− 1.4	− 1.7
COMMERCE	2,469.9	2,476.8	2,483.0	2,463.5	2,539.7	2,492.6	+ 0.9	− 1.9
PANAMA CANAL	1,288.0	1,356.7	1,367.8	1,358.9	1,160.9	831.1	− 35.5	− 28.4
LABOR	1,427.4	1344.0	1,460.5	1,396.0	1,318.7	1,460.4	+ 2.3	+ 10.7
EPA	1,126.1	448.1	438.0	1,209.0	1,134.6	1,144.3	+ 1.6	+ 0.9
TVA	267.4	352.8	504.1	511.1	517.9	602.1	+ 125.0	+ 16.3
NSF	291.4	329.6	368.7	406.0	438.7	457.0	+ 57.0	+ 4.2
FCC	28.7	26.8	29.1	30.0	29.7	28.2	− 1.7	− 5.1
TOTAL								
BTU x 10^9	931,569.6	887,345.9	893,376.8	880,302.8	870,223.3	844,049.5	− 9.4%	− 3.0%
MBOE	160.6	153.0	154.0	151.8	150.0	145.5		
ANNUAL SAVINGS FROM 1975								
BTU x 10^9		44,223.7	38,192.8	51,266.8	61,346.3	87,520.1		
MBOE		7.6	6.6	8.8	10.6	15.1		
CUMULATIVE SAVINGS FROM 1975								
BTU x 10^9		44,223.7	82,416.5	133,683.3	195,029.6	282,549.7		
MBOE		7.6	14.2	23.0	33.6	48.7		

1973

FEDERAL ENERGY USE IN GENERAL OPERATIONS FY 1975 TO FY 1980
(In Billions of British Thermal Units (BTU x 10^9) and
Millions of Barrels of Oil Equivalent (MBOE))

AGENCY/ DEPARTMENT	FY 1975	FY 1976	FY 1977	FY 1978	FY 1979	FY 1980	PERCENT CHANGE 1975 1980	PERCENT CHANGE 1979 1980
DEFENSE	846,778.8	788,384.6	799,099.3	771,702.2	797,016.8	817,597.4	− 3.4	+ 2.6
ENERGY	1,950.7	2,092.7	2,142.3	2,423.3	2,279.5	2,356.2	+ 20.8	+ 3.4
USPS	11,241.0	11,130.7	11,739.5	11,517.6	11,132.2	10,831.3	− 3.6	− 4.5
GSA	175.2	175.0	176.0	169.8	155.6	138.4	− 21.0	− 11.1
VA	620.8	633.0	614.0	610.2	610.9	561.5	− 9.5	− 8.1
TRANSPORTATION	11,183.0	12,215.6	12,433.9	12,537.6	11,868.0	11,715.6	+ 4.8	− 1.3
NASA	1,721.3	1,620.4	1,725.7	1,681.3	1,832.2	1,781.9	+ 3.5	− 2.7
INTERIOR	3,349.8	3,465.4	3,401.0	3,518.1	3,657.0	3,339.7	− 0.3	− 8.7
AGRICULTURE	5,173.1	5,550.6	5,295.5	5,765.2	5,481.6	5,322.5	+ 2.9	− 8.9
HHS	742.9	771.6	688.5	657.2	626.2	419.1	− 43.6	− 33.1
JUSTICE	1,860.5	2,195.8	1,999.7	1,959.1	2,064.3	1,956.5	+ 5.7	− 4.8
TREASURY	2,231.3	2,224.9	2,235.7	2,234.0	2,183.0	1,958.3	− 12.2	− 10.3
COMMERCE	1,130.0	1,420.4	1,396.7	1,348.6	1,385.1	2,288.5	+ 102.5	+ 65.0
PANAMA CANAL	1,202.5	1,178.2	1,268.8	1,193.1	1,011.2	773.1	− 36.7	− 23.5
LABOR	247.7	287.8	297.2	376.2	377.0	367.3	+ 48.3	− 2.6
EPA	133.0	116.0	119.4	121.7	123.6	113.5	− 14.7	− 8.2
TVA	510.4	562.6	548.2	609.0	630.2	615.0	+ 20.6	− 2.4
NSF	43.5	49.1	54.6	60.2	79.0	37.0	− 15.1	− 53.2
FCC	16.7	17.7	17.4	19.1	20.7	17.7	+ 5.7	− 14.5
HUD	375.0	308.1	315.5	336.5	293.8	248.4	− 33.8	− 3.2
STATE	33.1	35.5	31.4	31.4	28.0	33.3	+ 0.4	+ 18.9
OPM	98.0	91.2	94.0	88.7	85.8	77.7	− 20.8	− 9.4
ICC	22.3	24.2	25.2	24.0	21.9	20.5	− 7.8	− 6.4
SBA	80.8	80.6	80.3	110.7	90.7	92.7	+ 14.7	+ 2.2
CAB	1.4	1.7	1.8	1.6	1.7	1.4	− 1.8	− 19.4
TOTAL BTU x 10^9 MBOE	 890,912.7 153.6	 834,623.3 143.9	 845,808.6 145.8	 819,096.3 141.2	 843,406.0 145.4	 862,664.5 148.7	− 3.2%	+ 2.2%
ANNUAL SAVINGS FROM 1975 BTU x 10^9 MBOE		 56,289.4 9.7	 45,104.1 7.8	 71,816.5 12.4	 47,506.7 8.2	 28,248.2 4.9		
CUMULATIVE SAVINGS FROM 1975 BTU x 10^9 MBOE		 56,289.4 9.7	 101,393.5 17.5	 173,210.0 29.9	 220,716.7 38.1	 249,144.9 43.0		

1974

HIGH RISK ELEMENTS OF TECHNOLOGICAL CHANGE

Senator SCHMITT. I think we should point out the ones that are bad actors, but give credits to the ones that are good.

Mr. DEGEORGE. Well, I guess I would put it this way, sir. Even in this era of increased investments in conservation, the Federal Government has done a pretty poor job at getting its own act together. It just doesn't seem to want to do it.

Senator MCCLURE. On page 49 of the justification dealing with vehicle propulsion, technology development, you indicate that despite technological improvements in truck propulsion systems bringing about a 20-percent reduction of energy consumption in the 1990's, the "stimulus of Federal support is needed to underwrite certain necessary high-rise elements of technological change."

First, what do you consider to be necessary high-risk activities?

Dr. SAVITZ. In the truck area, and Henry Stadler who heads the transportation program might want to go into more detail, but we've been looking at some waste heat reutilization methods to recover waste heat, looking at organic ranking bottoming cycles, and then looking at turbo compound diesel engines. These have been some techniques looking at materials development and then other technologies in addition to having a voluntary sort of truck program to encourage correct driving behavior, so there has been an R. & D. component and utilization component.

Senator MCCLURE. But it's things you mentioned, like the turbine development and the heat transfer development, that you regard as necessary high-risk activities.

Dr. SAVITZ. Those are what we have been doing previously.

Senator MCCLURE. Let me go back for a moment, then, to page 43 of the justification, and elsewhere also, you state that a program is being zeroed because "the private sector, on its own, can and will develop and adopt new conservation technologies in response to market forces."

In this case you were zeroing the industrial energy conservation account. While I can't necessarily argue with your free market philosophy, it seems to me that it is being applied rather discriminately. I don't know by what criteria you decide that the development of the turbine is a high risk technology, but industrial energy conservation account will be well met in the marketplace. How do you make that determination?

Mr. DEGEORGE. Well, I think we may have confused you, Mr. Chairman. We're no longer working on the turbine engine. We are working on component parts of the engine, but the turbine and the Stirling engine development programs are being zeroed out. I think, as an ex-businessman having spent 20 years in technology development, I can approach it from a sound perspective. I think we have had some highly successful industrial programs in the cogeneration area, in paper process applications, and in basic industries. Industry is increasingly more cognizant of energy consumption as a cost item and it has made with our assistance in some cases, and certainly on its own in other cases, investments that are headed in the direction of conservation.

I find it difficult to believe that, with the kind of savings these investments can produce, industry wants the information disseminated but will not do it alone. The question really comes down to what industry can afford and what industry thinks is the best investment. We have spent 3 or 4 years in the industrial program to develop methodologies in many of the basic industries, including paper, chemical, steel, and aluminum. Many of the developed processes have made sizable dents into the energy problem. At this point we feel those technologies have reached the point where it is not prudent to continue to make Government investments. Industry generally knows about the technologies and will continue to be conscious of the need to implement them with their own resources.

We had to make a set of decisions as to whether industry will proceed if we leave the technologies where they are at the present time. We feel that industry will.

Senator McClure. Well, I understand that general statement, but it still doesn't tell me much in determining how you make that judgment. You say you make the judgment, but how do you make the judgment? If I go through the justification and look at the various places, one place you've said that private industry will take care of this, another place you say we have to make some advancement here, another place you say, well, we've carried that as far as we should go and in another place you say industry obviously isn't going to do it here, and we ought to do it.

Mr. DeGeorge. I'm sure it is uneven, Mr. Chairman. Between January and March we did not go back and do a complete analysis program by program. We didn't attempt to get analytical information. We took what was available and we adopted a change in direction that says that where it is our best guess that industry can convert to a new technology it is in their best interest and they will do it.

An example would be the engine program. You may or may not be a supporter or proponent of the Stirling engine and turbines. However, the $30 or $40 million investment in those programs, when the industry itself is investing some $3 billion in engines, including other alternative engines, clearly suggests to me that they have chosen other vehicles. They have decided to make other investments that they think will get marketable products quicker.

I believe, when they're investing $3 billion or more and we're investing $30 million, that they probably know a great deal more than we do as to where near market products will take them.

Senator McClure. Well, that may well be. It doesn't help me understand how you make your decisions, except you will try to fill in some gaps that you believe are apparent in the research that is going on.

Mr. DeGeorge. That's a pretty fair analogy in the time we have available to us; yes, sir.

BATTERY TESTING

Senator McClure. How far along are the various battery tests scheduled for fiscal year 1981, in the electric vehicle R. & D. account? Will they be completed in fiscal 1981, or will they continue into the next fiscal year?

Dr. Savitz. We are planning to continue some through next year, and also they are doing them now at the National Battery Test Laboratory at Argonne, looking at the maximum specificity in ambient temperatures, and so on. So that will continue on into next year.

Senator McClure. Into 1982?

Dr. Savitz. Yes.

Senator McClure. Which of the four battery types—nickel-zinc, nickel-iron, lead-acid, and zinc-chlorine—appears to be the most promising candidates on which the program will concentrate in fiscal year 1982?

Dr. Savitz. Well, we are supposed to make the decision by the end of 1981, among those various decisions. None have been eliminated yet. We will by September.

But certain things have occurred during the past year. One is Gould notified us that they would no longer continue to work in the nickel-zinc battery. They have had some problems. And so, that contract will not be continued, though there are other nickel-zincs still going on by other companies.

The zinc-chlorine battery is still being tested by the developer.

And in nickel-iron, we are proceeding to put a few of those this year into some electric vehicles, so we will be able to test them out in some actual demonstration.

So today, we really can't say which may be eliminated. September is our designated milestone for doing that.

FUEL CELLS FOR AUTOMOTIVE USE

Senator McClure. What is planned in the way of expanded fiscal year 1982 research and evaluation of fuel cells for potential automotive use?

Dr. Savitz. The fuel cell work we've done for vehicles, other work that's being done by fossil energy program related to electric energy systems, and to a 40-kilowatt system, has really just been an early study at the application of fuel cells in mobile transportation, looking at both the phosphoric acid system or sulfonic acid in the solid electrolyte. Based upon looking at what we are doing this year in the studies, we may then explore some work on catalysts, some advanced electrolyte materials, some things that could possibly lead to lowering the cost and improving the performance of fuel cells for a mobile application.

But we currently have not developed a full program plan for whether we will do anything with the fuel cells for vehicle transportation.

Senator McClure. Are you far enough along to know that you won't be doing anything further in 1982?

Mr. Stadler. We expect to do more vehicle work, probably twice as much as we have done in 1981, in 1982, continuing the study. That is a very small amount of work.

There is other work in—I guess that is in John Brogan's area, on fuel cell development, which far outweighs this work on vehicles. The work on vehicles looks, however, very promising as an advanced vehicle concept. It is quite far in the future, though.

Senator SCHMITT. If the chairman would yield.

Where is that work being done?

Mr. STADLER. Well, largely at Los Alamos. And some, I think, at——

Senator BUMPERS. That's all. That's all he wanted to know. [Laughter.]

Senator McCLURE. Where was the other one?

Mr. STADLER. I think at Jet Propulsion Labs as well as Los Alamos, and we have some management of it at Lewis Research Center.

Senator SCHMITT. I was going to say, the main capability in fuel cells within the Government ought to be within NASA, shouldn't it?

Mr. STADLER. I think that I agree with you that some of the solid polymer electrolyte methanol fuel cells developed by NASA look like very desirable vehicular propulsion schemes, because they have very high current densities. Unfortunately, they have not in the development so far given sufficient emphasis to mass production problems and costs, and reliability, in the use of uneducated operators and mechanics. And those problems really do need solving, if these are going to be a consumer product.

Senator SCHMITT. Most of the project work in fuel cells has been looking at the larger scale; isn't that true?

Mr. STADLER. That is true.

Senator SCHMITT. Is there still a significant effort in the private sector?

Dr. SAVITZ. Under the fossil energy program, there is still the demonstration of a 4.8-megawatt system with Con Edison. That is a pressurized phosphoric acid system, and then there is a low-pressure phosphoric acid system, looking at a 40-kilowatt unit that would be able to be used in building for industrial applications. That isn't ready. That is just getting ready to be demonstrated.

Senator SCHMITT. Is there much technological feed between that fossil energy program and the automobile program?

Dr. SAVITZ. I think there would be, because NASA has been helping to manage that phosphoric acid, and United Technology Corp., which has been the private contractor on it, would probably be involved.

Senator SCHMITT. Thank you, Mr. Chairman.

LOW TEMPERATURE IMPACTS ON ELECTRIC VEHICLES

Senator McCLURE. What is planned in the way of research and development toward reducing the impact of cold ambient temperature on the range of electric vehicles? Have we made any advancements? And are we planning to do further work in this area?

BATTERY PERFORMANCE

Dr. SAVITZ. We're just starting to evaluate some battery performace at the ambient temperature extremes, looking at their 30 degrees, 70, up to 130 degrees Fahrenheit. That is being done at the University of

Alabama. And this is the first time we have done some organized testing in that way. Four lead-acid batteries and then one nickel-iron are being tested. That data will be available in the fall.

Senator McCLURE. Do you have any preliminary evidence, so far, as to what you are finding in that?

Dr. SAVITZ. I don't think that we do have any preliminary data on the ambient temperatures; no. We just have the kind of results we are getting in our demonstration of fleet operators, as to whether they are having any, and they seem to be having minimal problems with some of the——

Senator McCLURE. Do you have the data in from fleet operators that have dealt with that problem during the past winter weather season?

Dr. SAVITZ. We will be getting that.

Senator McCLURE. You don't have it yet? I wonder. Let me put it this way: If you have it, could you provide it for the record?

Dr. SAVITZ. Yes, we can.

[The information follows:]

WINTER WEATHER-RELATED PROBLEMS ENCOUNTERED IN THE DOE ELECTRIC VEHICLE FLEET OPERATIONS

The performance of electric vehicles in cold weather operations in the DOE demonstrations is varied: no impact on performance at the A.T. & T. site operation in Detroit, Mich. where the vehicles are charged and stored in a building at night; and seven of eight vehicles sidelined at the Long Island Lighting Co., where the vehicles are charged outside.

The operating range of electric vehicles has also been adversely affected by high temperature at sites in Florida, Arizona, and California. Thus DOE has initiated a test program at the University of Alabama, Huntsville, to define the characteristics of a 16 battery module array under charge and discharge conditions at 0, 30, 70, 100, and 130 degrees Fahrenheit ambient temperature. The results of these experiments will form the basis for a design guide for environmental controls for manufacturers and users for year round operation and to extend battery life.

BATTERY PROBLEMS

Dr. SAVITZ. From some of the discussions I have had with some of the fleet operators—and I have not talked to all of them—they really have had minimal battery problems over the past 2 years. Once they get through the first—if there doesn't seem to be a problem in the first 100 hours, it is not a problem. They looked at items like its controllers and chargers cost, but then they have a variety of sites, and weather hasn't seemed to be a problem, but we will provide you for the record what we have.

GASOHOL TESTS

Senator McCLURE. Thank you. Under the alternative fuels utilization account, you have been conducting engineering-type fleet test on 14 vehicles operating on ethanol and methanol-gasoline blends.

Will these tests be completed in fiscal year 1981, as expected?

Dr. SAVITZ. Yes; the work has been completed on the ethanol portion. The analysis of the data will be available in June, and then a report will be issued. We have some preliminary information, and it looks like the formulation of the final blend for 10 percent ethanol concentration is very important, and necessary, to keep the evaporative emission within control; to avoid vapor problems. The remainder of the contract dealing with methanol/gasoline blends will be competed this calendar year.

Senator McClure. Do you have vapor problems even though you have the vapor control systems, that are standard on modern automobiles?

Dr. Savitz. It appears that if the mixture is prepared correctly, then there isn't a real problem.

Senator Bumpers. If the chairman would yield for a question.

Are you talking about blending 90 percent gasoline and 10 percent ethanol, for example?

Dr. Savitz. Yes.

Senator Bumpers. And you're saying any time you get a mix of ethanol higher than 10 percent, you have this problem?

Dr. Savitz. You can have some vapor lock problems.

Senator Bumpers. And that's on an ordinary combustion engine? The classic engine that we use in most of our vehicles today?

Dr. Savitz. Yes.

Senator Bumpers. Well, there is no big secret as to the kind of carburation it takes just to run an automobile on pure ethanol, is there?

Mr. Stadler. I don't think there is any big secret. I think that all that was meant here is that among the small number of problems that have been found with these fuels are a slight increase in some of the vapor lock problems in certain environments. That is to say, in a hot environment. But as to its being a theoretical problem as to how to do this, no, there are no problems.

Senator Bumpers. Hasn't the State of Nebraska been running all of their vehicles on a 15-percent mix—15/85 mix—for the last 2 or 3 years? Have you checked with the State of Nebraska on what kind of results they've gotten, and what kind of blends they are using?

Mr. Stadler. I'm sorry. I will have to answer that for the record, Senator. I am not that familiar with the State of Nebraska's activity. We do keep up with a number of different groups that use a good deal of alcohol fuels, but that is one that I was not familiar with.

Senator McClure. Now we know why Brazil won't be any great competitor in the industrial field: they're going to suffer from vapor lock. [Laughter.]

METHANOL AND ETHANOL

Senator Bumpers. I think if you use all methanol or all ethanol, which they're using, you wouldn't have this problem. Of course, I think it requires about 20 dollars' worth of hardware to change the carburetion system to accept the 100 percent ethanol. But the Indianapolis 500 is run on ethanol. So there is no big secret to it.

Mr. Stadler. I would be glad to answer those things for the record.

[The information follows:]

INFORMATION FROM NEBRASKA GASOHOL ROAD TESTS

The Nebraska Agricultural Products Industrial Utilization Committee (APIUC, the so-called Gasohol Committee) sponsored road tests by the State Department of Roads from December 1974 to October 1977 in which 2 million miles of travel were logged by vehicles operating in several parts of the State on gasohol (1 part anhydrous ethanol and 9 parts unleaded gasoline). It has been reported that: "Consumption of gasohol was about 5 percent less than for unleaded gasoline. No unusual engine wear or carbon buildup was found. Drivers reported that they experienced no problems of starting, vapor lock, or driveability." However, the characteristics of the base gasoline(s) and other details are unknown. Although the APIUC and the technical advisor of the project issued a number of claims as to the benefits and results, no final report or details were ever issued or provided to outside parties. The activity was a milestone in providing promotional interest, but for the most part did not systematically answer many engineering questions. Before the various stakeholders make capital investments in either supply or use, well documented engineering solutions to real or perceived problems must be well in hand.

SOLID-STATE DEVICES FOR ELECTRIC VEHICLES

Senator BUMPERS. I wish you would, particularly regarding my question as to what success Nebraska has had.

Senator SCHMITT. Mr. Chairman?

Senator MCCLURE. Senator Schmitt.

Senator SCHMITT. May I go to a different subject here, just for a moment?

Senator MCCLURE. Yes; go right ahead.

Senator SCHMITT. Has your—anyone in your group looked at the conservation potential of solid-state electrical engines? Has anybody been involved in that?

Mr. DEGEORGE. Not that I'm aware of.

Senator SCHMITT. It is my understanding that if we could institute a substitution of solid-state electric motor technology for current technology that not only would it be a cheaper capital investment, but that it would be a considerable savings in energy. You don't have any information on that?

Mr. DEGEORGE. We will supply what information we have.

DEVELOPMENT IN SOLID-STATE CONTROLLERS AND RELATED DEVICES FOR ELECTRIC VEHICLES

The motor that propels an electric vehicle (EV) must be controllable by the driver in the same way that the internal combustion engine (ICE) of a conventional vehicle is controlled. Ideally this control would provide continuously variable control of speed and torque as required by the driving conditions encountered on the public roads and highways. In early EV's, control was achieved by switching various numbers of battery cells and electrical resistors in and out of the circuit. This provided stepped control which was unsatisfactory, inefficient, and resulted in uneven discharge of the battery cells. In the 1960's, an electronic control device called a chopper was developed for DC motors and off-road vehicles (lift trucks, mine vehicles, golf carts, et cetera). These choppers achieved control of the energy into the DC motor by rapidly switching the battery current on and off. This chopping occurred hundreds of times each second, and the average current through the motor could be varied by changing the ratio of on and off time of the silicon controlled rectifier (SCR) electronic switch. This type of DC controller was later adapted to EV's, giving the driver the effect of continuously variable control while operating more efficiently than the resistive type controllers.

Relative to DC motor control, the DOE electric and hybrid vehicle (EHV) R. & D. program has concentrated on developing chopper controllers which are not only efficient, but which also provide for efficient operation of the motor. This higher motor efficiency is achieved by filtering the chopped DC into smooth DC and by providing the motor with the proper armature and field excitation for each and every speed and power level. High frequency chopping using power transistors instead of SCR's facilitated filtering, while development of sophisticated control algorithms via analog or microprocessor logic techniques has improved the combined motor-controller efficiencies in EV's by over 20 percent. Efforts are also directed toward providing this performance (currently achieved with costly components and complex circuits) at lower cost. Development of simplier circuits, low cost power transistors, designs which lend themselves to mass production, and techniques to combine functions (such as employing the same electronic power control circuit used for control of the motor to control charging current for the batteries) are providing the technology to produce the relaible electronic DC motor controllers for EV's which can be mass produced at low cost. Other developments such as regenerative braking and operator display functions are also included in the DOE controller R. & D. program.

As part of the ongoing program, DOE has found that as EV technology approaches mass production, the economics of electronically commutated (brushless) DC motors and AC induction motors must be considered. These motor types are less costly, more suited for mass production, and require less maintenance than conventional DC motors. The reason they have not been employed in EV's is that the control electronics are far more costly and complicated. Brushless DC motors typically require three to six electronic switches operated in a coordinated sequence whereas the DC motor chopper requires only one. AC motors require a three-phase electronic inverter to change the DC battery voltage to AC. The resultant AC must further be varied in both voltage and frequency to achieve speed and torque control. DOE is continuing to pursue efforts in this area because the means for cost and complexity reduction in these advanced propulsion circuits is essential to the successful development of low-cost, mass produced EV's in the late 1980's or early 1990's.

SOLID-STATE ELECTRIC MOTOR

Mr. STADLER. Do you mean a solid-state controlled electric motor? Because we do have a good deal of work on that. Solid state is an improvement over relay-controlled electric motors and resistor-controlled electric motors. It certainly is true what you are saying, that semi-conductor controllers are a very effective technology. We have some problems with cost, for mass production. Those are being addressed in a good deal of our development and technology work.

Senator SCHMITT. What about the standard conduction motor itself? Is that susceptible to some of the new solid-state technology?

Mr. STADLER. I think it depends upon what you're using it for, of course, whether you want a wide range of load and speed. If you did, then of course the solid-state controller would be very useful. It depends upon the industrial application.

Senator SCHMITT. If you have some more information for the record, I would appreciate it. But if work was being done by the Government, it would be handled out of your area?

Mr. STADLER. For industrial?

Senator SCHMITT. Well, just general.

Mr. STADLER. I think we would probably have some familiarity with it.

Senator SCHMITT. It's also my understanding that Exxon has been trying to market motors of this nature and has had some problems with getting—what is it? SEC approval?

Mr. STADLER. A year or so ago, Exxon bought Reliance Corp., and when they did that, they announced that one of the Exxon engineers had invented a controlled scheme for motors. I believe a couple of weeks ago they announced that they had given up the development of that controller.

Senator BUMPERS. As I recall, when they bought Reliance it was going to be the hottest thing since night baseball. I saw the same story you did 2 weeks ago, that they are now abandoning it.

WEATHERIZATION

Senator MCCLURE. Last year, DOE indicated that some 275,000 units were weatherized through January 1980, and some 30,000 units per month would be completed through fiscal year 1981, bringing the total to some 905,000 units by September of this year.

Will you meet this schedule?

Mr. DEGEORGE. Dr. Chiogioji will talk to this topic. Essentially we are on that schedule.

Dr. CHIOGIOJI. Yes, sir, Senator, we have met that schedule; however, we are in the process now of reducing our overall production level, because of the funding limitations that we have, and two of the States are in the close-out mode right now—South Carolina and Indiana. We do have a projection as to what the other States, as the phasing out of the program in the other States.

Senator MCCLURE. That's during the balance of fiscal 1981?

Dr. CHIOGIOJI. Yes, sir.

Senator MCCLURE. Will any funds be left in the account at the end of the fiscal year?

Dr. CHIOGIOJI. There will be some funds, but very little, and most of the States will be closed out by the end of the fiscal year.

Senator MCCLURE. What level of the weatherization activity is projected to be conducted at HUD if the program is not funded at DOE for fiscal year 1982?

Dr. CHIOGIOJI. It's very difficult to say, Senator McClure. What has happened in the past under CDBG, which already allows a weatherization action to occur, is at the rate of about 50,000 per year, about 4,000 a month. That is in contrast to the approximately 30,000 that we're doing right now.

If the present philosophies of the cities continues, I would imagine that they would do about the same in the future.

Mr. DEGEORGE. If I might add, Mr. Chairman, HHS has requested a block grant of its energy impact assistance programs, which includes the monthly—the annual subsidy that was sent to the poor and the near-poor, to help with their oil bills. That block grant authorization will allow States to earmark money for weatherization programs as well as the HUD block grants.

Senator MCCLURE. You have no way of knowing what they would do?

Mr. DEGEORGE. Since it is a new piece of legislation, sir, I don't know.

Senator McClure: We have no indication from the States, no way of getting indication from the State as to what priority they would put on such an activity within a block grant, do we?

Mr. DeGeorge. No, sir; I don't know that we would know how. The states would set their own priorities.

STATE ENERGY OFFICE ACTIVITIES

Senator McClure. You state on the top of page 63 that grants to State energy offices and public outreach offices will be eliminated because, quote: "these programs have created new bureaucracies while doing little to promote conservation."

Upon what do you base that statement? Do you have an objective evaluation of the State office activities?

Mr. DeGeorge. I would offer some personal experience dealing with State planning on the standby energy plans and other areas. We did have considerable difficulty, in many cases, getting States to be responsive particularly in the emergency planning mode.

A more basic reason is that the Department has decided that it really doesn't think that it ought to be in the business of dealing directly with the States in the planning mode. Planning is a role that the States should handle themselves; to deal with their own individual problems.

Senator McClure. Senator Bumpers?

CONSERVATION BUDGET

Senator Bumpers. Let me just state, Mr. Secretary, a couple of concerns I have, and ask for your comment.

First of all, for fiscal year 1982, the administration is requesting $193 million for energy conservation. Now, that is a reduction of $711.8 million. The Carter request was for $904.8 million, and you're cutting that by $711 million, down to $193 million.

Now, in your statement, the implication is quite clear that that is enough, that that $193 million is adequate to fund the kind of programs which the Government should support. As you said in your opening statement, "briefly stated, this policy recognizes that the Federal Government should continue to support longer term generic and high risk but potentially high-payoff research that private industry will not undertake."

Now, the implication is that $193 million will fund all of the long-term generic and high-risk, potentially high-payoff research that private industry will not undertake. Is that a fair statement?

Mr. DeGeorge. Let me put it this way, sir: the proposal is to fund 200 million dollars' worth of what we think are probably, as best we can judge at this point, the highest priorities of basic research and development. I'm quite certain that more money could be spent, but the issue really comes down to the bottom line: what is a reasonable Federal investment?

Senator Bumpers. The chairman asked this question earlier and I want to perhaps restate it: Do you have one overall embracing definition as to how you're going to determine where the Federal Government should be involved in research and where it should not?

In other words, how do you define long term, generic, high risk, potentially high-payoff research?

Mr. DeGeorge. Well, that is a difficult question. What I have tried to do over a series of hearings is to provide specific examples within conservation and renewables.

Senator McClure. We have a vote on, so we will have to recess for a moment while we go over and vote. And we will be right back.

We stand in recess.

[A brief recess was taken.]

ENERGY-RELATED INVENTIONS

Senator McClure. The subcommittee will come to order.

In your opinion, how successful has the energy-related inventions program been? In fiscal year 1982, you plan to make 36 grants, totaling $5.4 million, which averages some $150,000 per grant. Yet the 90 grants totaling $6 million made to date average only $67,000 per grant. Why is there such a difference? Can you give me some idea of how successful you have been up to date?

Dr. Chiogioji. Senator, as you know, the energy-related inventions program was established under the Federal Nuclear Inventions Act of 1974. Up to this time, we have been funding a number of projects that have been recommended to us from the National Bureau of Standards. And we have had a number of projects that have resulted in commercialization of various products.

We have had a project called salorol, which is being commercialized. We have had another project called uform, construction technology, which has been commercialized. And as a matter of fact, in Atlanta, about 3 months ago, there was a technology show at which three of our projects won awards.

We find that the amount of money that we are providing to this particular program area is not especially high, but the number of projects that seem to be coming to commercialization has been very, very good.

GRANTS IN COMMERCIALIZATION

Senator McClure. How many out of the 90 grants that you've made have been successful in commercialization?

Dr. Chiogioji. I will have to furnish that to you for the record, Senator. I do know of specific instances of projects that have been successful. Many of the projects are still ongoing; they have not reached the point of the termination of the project.

Senator McClure. Would you indicate that in your submission.

Dr. Chiogioji. I certainly will do that.

[The information follows:]

Energy-Related Inventions Program

Of the 90 grants issued, 18 grants have been successfully completed and 10 more are within 45 days of completion. In addition, technical assistance has been completed for 36 other inventors who did not require financial assistance. A list of 15 inventions which have gone on to successful commercial deployment follows:

Waste heat utilizer for commercial cooking equipment (R. J. Jones, Hydrocoil Corp., Inc.).—A prototype of this device that recovers low grade heat from flue gases of commercial cooking equipment was tested by the American Gas Association; results indicate that commercial installation of 100,000 units can save up to 48 million cubic feet of natural gas annually.

High efficiency water heater (Harry E. Wood, inventor; A. O. Smith Corp. licensee).—Rights to this direct contact, gas-fired industrial hot water heater have been purchased by the A. O. Smith Corp.; the company has found it will save $1.8 million annually in energy costs with a payback of less than 3 months.

Heat extractor (Philip Zacuto, Heat Extractor Corp.).—This unit recovers waste heat from industrial combustion processes in an operating papermill with increased plant production; the Heat Extractor Corp. has a backlog of orders for heat exchangers worth several million dollars.

Air-cooled compressor heat recovery and heat circulation system plus ambient air filter and air cleaner for same compressor (Kenneth A. Stofen, New Air Systems Co.).—This air-cooled compressor can save the user an estimated $1,000 monthly; the system was awarded first place in the industrial division at the Atlanta 9th Annual World Fair for Technology Exchange.

Intech and incotech (Melvin H. Sachs, Intech Inc.).—A new technology that uses rigid lightweight aggregate insulation to provide "form works" for concrete structural members of a building, the technique cuts construction time by one-third and is workable year-round. It was awarded "Best of Tech Ext" Award at the 1980 World Fair.

Mine brattice (James A. Bagby, Bagby Brattices, Inc.).—This reusable partition for ventilation passages in coal mines has been tested and 25 units installed in a Peabody Coal Co. southern Illinois underground coal mine.

Leavell, vibrations, low noise, high efficiency, pneumatic percussion tools and air compressor system (Floyd R. Anderson, Vast Research Co.).—A design concept for pneumatic tools, this system has shown a potential of 70 percent for energy savings over other compression tools; six of the tools are being designed, tested, and built.

Solaroll (Michael F. Zinn, Bio-Energy Systems, Inc.).—This flat plate solar collector for hot water and building heating systems has generated $8 million in 1980 sales with double that amount expected for 1981. Foreign licenses have also been negotiated.

Processing recovery of aluminum (Paul J. Cromwell, Cromwell Metals Inc.).—This process which recovers 90 percent more aluminum than other known processes is ready for incorporation within the next 3 months; it offers a 3.1 billion Kwh energy savings per year.

Solarspan (George E. Mattson).—An all-plastic "black liquid" solar collector, solarspan offers retrofit applications in residential and commercial buildings. It was awarded third place in the inventors division at the 9th Annual World Fair for Technology Exchange.

Wood gas reactor (Robert A. Caughey, Forest Fuels, Inc.).—The device, which produces a fuel gas from wood suitable for existing gas or oil-fired combution equipment, is in demonstration service at a Forest Fuel Technical Center in New Hampshire.

Conservation of electrical power through the analysis of low-carbon aluminum steels using oxygen sensors and iron aluminum alloy (G. R. Fitterer, Fitterer Engineering Association, Inc.).—This patented oxygen sensor helps save energy by providing more precise control or aluminum "trim". It has helped to make the smaller steel firms more competitive, and it makes the quality of steel more predictable at the end of the steelmaking process.

System 100 (Lawrence Ladin, Compressor Control Corp.).—A control system for regulating equipment used in natural gas compressor stations; large scale utilization is already in progress.

Scotch (Ogden H. Hammond, Count Digitals Ltd.).—This cost-effective temperature control for housing is used to retrofit residential and other steam heating systems to allow zone heating. Test prototype installations in the Boston area offer early indications of a successful marketing program.

Watt vendor (Lee A. Henningsen, Firetrol, Inc.).—A coin-operated device for dispensing electricity, the watt vendor was installed in sufficient units to completely service an entire campground with metered electric service. Sales are strong in Pennsylvania and Florida among private operators.

FUNDING OF PROJECTS

Senator McCLURE. And again, why do we see the average going from $67,000 per grant to $150,000 in your submission?

Dr. CHIOGIOJI. Well, what is happening is that the types of projects that we are funding now seem to be more expensive to do. There really is no rationale for why it is going higher or lower. Next year it could be lower. It just happens to be the types of projects that seem to be the most attractive at this point in time seem to be a little more expensive than they were in past years.

Senator McCLURE. If, as a matter of fact, they are less expensive than you estimate of $150,000 grant, would you be in a position then to make more grants?

Dr. CHIOGIOJI. Yes, sir.

Senator McCLURE. So you are dollar limited?

Dr. CHIOGIOJI. Absolutely. We receive about 3,000 proposals a year, of which a large number of them are excellent proposals. However, we are not able to fund them because of dollar limitations.

Senator McCLURE. Does DOE have the expertise to review these submissions itself? Could we skip that screening by the National Bureau of Standards?

Dr. CHIOGIOJI. We could. But I don't think that would be a very good thing to do, primarily because the expertise for doing this resides within the National Bureau of Standards. And we do have a staff that is out there that has been doing this for awhile, and to destroy that staff out there to do it in-house would probably be counterproductive.

Senator McCLURE. Would it be a duplication of their staff in order to develop that within your own organization?

Dr. CHIOGIOJI. I believe it would; yes, sir.

Senator McCLURE. Does DOE intend to focus the program and make awards solely on what might be considered long-term development? Or are you looking at short-term development, as well?

Dr. CHIOGIOJI. By and large, the program is focused upon longer term type projects.

Senator McCLURE. Why?

Dr. CHIOGIOJI. Well, primarily we're trying to reduce risks. And in many cases the private sector will not fund those particular projects that have high risks. And so what we're looking for is a high rate of return as well as a—moderate level of risk, which will then make it attractive. Once the probability of failure is reduced substantially, then the private sector will pick it up. And this is what we have found in the previous projects that we have funded in the past.

Senator McCLURE. Now, if the risk ratio is low, that is, the investment to risk ratio is low, then private enterprise will undertake it, as a matter of fact, whether it's long term or short term?

Dr. CHIOGIOJI. That's right.

Senator McCLURE. Certainly, the longer their money is at risk, the less likely they are to take part?

Dr. CHIOGIOJI. That's right.

Senator McCLURE. But that would be compared to the amount of risk, wouldn't it? You could have very short-term, relatively high-risk efforts that would have the same inhibitions to private sector development as the longer term, relatively lower risk?

Dr. CHIOGIOJI. You're absolutely correct, Senator. As a matter of fact, we're looking at the risk/rate of return ratio in order to fund these particular projects. Over the past 5 years or so, we have been taking a look at various ways in which to fund projects. And in many cases—in Maxine's area, for example—we do look at it both in industrial programs and buildings programs, in which we look at the risk/rate of return ratio.

And it has been shown that the industry will have a propensity to fund those things that have low risk and higher rates of return. And as your risk level increases, the return level has to increase also for industry to fund that.

And so what you're saying is absolutely correct, that there are some projects that have high risk, that are fairly short term, that the Federal Government could fund. And it is the risk/rate of return ratio that is more important than risk alone or timing alone.

Senator McCLURE. Thank you.

Senator Bumpers.

NEED FOR CONSERVATION

Senator BUMPERS. Mr. Secretary, if I may just pursue the line of questioning I was on awhile ago. There aren't many things in this budget that I don't agree with you on so far as cutting or eliminating, but there are some programs such as the weatherization program and the solar projects for Federal buildings and so on—that I am concerned about for a number of reasons.

I have always been a strong advocate of conservation. The Department of Energy funded a Rand study which just came out a couple of weeks ago about what the potential oil reserves in this country are.

Mr. DEGEORGE. No, sir. I probably read the same newspaper article you did.

Senator BUMPERS. Let me summarize about 400 pages for you in about 10 seconds. It says that the projections which many oil companies have been giving, there are yet 65 billion barrels to be found in the United States, are probably vastly overstated and that in all probability we will be lucky to find an additional 21 billion barrels. As you know, based upon current consumption rates, this is about a 3½-year supply for the United States.

So, one would assume that we may be reaching a crunch much sooner than we had anticipated. And so, since we obviously are not going to get cracking on synthetic fuels, as we originally envisioned—and I don't quarrel, incidentally, with the President on that—it occurs to me that the most logical, sensible, and least chaotic way to deal with that unhappy day is through conservation.

WEATHERIZATION BLOCK GRANT

And with that, let me just ask you about the weatherization program. Is this program being transferred to HUD in the block grant program?

Mr. DeGeorge. Yes, sir.

Senator Bumpers. Can you tell me, in computing the size of the block grant, how much you intended for the weatherization portion of that block grant to be?

Mr. DeGeorge. It wasn't addressed that way, Senator. The way I understand, there were actually two block grants. I just became aware of the second block grant that is provided by the Department of Health and Human Services—HHS. Both provide funds for weatherization. HHS took the present funding that they had and—the $200 million that DOE was spending on weatherization, added it to the other previous block grants, and then made some reduction to arrive at the net program that would be available.

The theory—as straightforward as I can put it—is that the combined amount of money is available, less some reduction, to the States. The States and cities would make their own judgments as to where it would be spent.

Senator Bumpers. Will they be required to use any portion of that for weatherization?

Mr. DeGeorge. Not to my understanding, Senator.

Senator Bumpers. So we don't have any assurance that there will be any weatherization program, do we?

Mr. DeGeorge. Not to my knowledge, do we have any assurance. I am more encouraged by the HHS block grant for emergency assistance. I have said before this committee and others that I think, in earmarking funds for a categorization such as emergency assistance programs, rather than pay an annual payment for oil bills for the near term, it would be more sensible if some of that could be taken off the top for capital projects.

If 10 percent of that money, which is approximately $1.5 billion or $1.6 billion, was used, despite the fact that that funding, too, has a built-in reduction, I think that between the two block grants, if indeed the States have the same priorities as the Congress—and I believe DOE—there should be substantial energy conservation investments.

Senator Bumpers. There should be, but we don't have any assurance that there will be, do we?

Mr. DeGeorge. No, sir.

I wish, probably as well as you, that we could have absolute assurance.

Senator Bumpers. Would you be willing to accept an amendment to that particular block grant, requiring that a portion of this shall be used for weatherization?

Mr. DeGeorge. I think that would be excellent; yes, sir.

Senator Bumpers. Well, I appreciate your saying that very much, Mr. Secretary. I am not unalterably opposed to the block grant concept, but I think there is always a danger in giving money to people that don't have the responsibility for raising that money.

You know, Senator McClure and I are going to sit up here and take the flak about taxes and then give it to legislators or Governors who have none of the responsibility for raising money.

One of the reasons this country may be in the predicament it is in—and I'm not denigrating my colleagues—is because it's not our money. We've been spending somebody else's money.

And I think we all handle our personal finances slightly differently than the way we vote on appropriations around here.

Mr. DeGeorge. Well, I feel free to comment, because it's either HUD's budget or HHS's budget. That kind of advice is easy to give. But my own personal view is I think it would be more sensible to earmark the HHS budget, because it is addressing oil payments on an annualized basis for emergency assistance to people.

Senator Bumpers. Why not put all of the weatherization money in HHS's budget then and put at least that caveat or that restriction on it, so that some portion of it has to be used for that purpose?

Mr. DeGeorge. That is what I was saying. If you earmarked the money, weatherization would be one of the purposes. The place where you would probably get the best attention to the program would probably be in the HHS emergency assistance block grant, because HHS is more used to dealing with these types of grant programs.

Senator McClure. Could I ask one question, because I want to make sure that I understand your response.

Senator Bumpers asked if you think an amendment requiring that some portions of the block grant be spent for weatherization was a good idea, and you responded that you thought it was, or would be. And I'm not sure how Senator Bumpers intended the question or how you intended your response with respect to any fixed proportion of the block grant, or whether you're just saying that some of it should be spent, without specifying how much of it?

Mr. DeGeorge. Well, I think we should go back—and let me be as precise as I can. My personal opinion—and I'm not speaking for the administration—is that it would be useful to earmark the HHS block grant program for some weatherization. Now, you can earmark in several different ways, as a percentage or so many dollars.

Senator McClure. If we earmark by fixed percentages or fixed dollar amounts, what's the difference between that and a categorical aid program?

Senator Bumpers. Let me help you with that, Mr. Secretary.

The difference would be that we would not tell them, for example, what the R-factor ought to be and how much money they've got to spend on each house and all of the other regulations that go with Federal funds for weatherization programs.

We would simply say, "You design the program, and you design the delivery system. Use whatever mechanism you may already have in place—the CAP agencies, or whatever. But you do your thing. We are sending you this money, but we are telling you we want you to use a certain amount for weatherization."

Now, there is a vast difference in that, I think, and a categorical grant, which is usually accompanied by a volume of regulations and restrictions on how you use it.

Mr. DEGEORGE. I think you fairly stated that, Senator.

Can I ask you to help me on a couple of other questions, as well? [Laughter.]

Senator BUMPERS. Sure. Call on me any time. [Laughter.]

Senator BUMPERS. Let me ask you if you know whether or not a formula has been designed by which this block grant money will be distributed to the States?

Mr. DEGEORGE. No, sir; I don't think it has been done yet.

Senator BUMPERS. Do you know whether such a formula is under study?

Mr. DEGEORGE. I have very little knowledge in this area, sir. As early as this morning—and I will be glad to give it to the committee—I have a copy of the proposals in both HHS and HUD. And they seem to be a start. I don't know how complete they are. I haven't actually even read them. I do not know.

Senator BUMPERS. That also troubles me. And I think we may wind up with some arguments when we get down to how that distribution formula is designed.

Mr. DEGEORGE. My guess, sir, without even reading them, if I understand the philosophy, from talking to my colleagues, is that there would be very little precise definition as to how the money would be spent.

Senator BUMPERS. Maybe I misspoke. Maybe I didn't phrase the question correctly. I'm not asking——

FORMULA DISTRIBUTION

Mr. DEGEORGE. Do you mean that actual formula distribution?

Senator BUMPERS. Yes.

Mr. DEGEORGE. I will read quickly through it, sir, and get back to you. I don't know.

Senator MCCLURE. Could you provide that for the record?

Mr. DEGEORGE. Yes, sir.

Senator BUMPERS. And if you'll be kind enough, just send that to my office, also, so it will be sure to come to my attention. That will save me a little work, too.

Mr. DEGEORGE. Yes, sir.

[The information follows:]

BLOCK GRANT DISTRIBUTION FORMULA

HUD block grants are funded on the basis of formulae consisting of a number of elements such as population, extent of poverty, housing characteristics, impact on and benefit to the low- and moderate-income and performance record of applicant. However, none of these formulae determine what proportion of the grant funds will be used for a particular eligible activity. The specific amount of grant funds that goes toward a particular eligible activity, including weatherization, is determined by each recipient of HUD block grant funds.

RECOVERING MATERIALS FROM WASTES AND PRODUCING ENERGY

Senator BUMPERS. Let's take the question of recovering materials from municipal wastes and producing energy with that material. Now, the budget calls for a rescission of $5.1 million in 1981, and then I believe it is zero in 1982. Now, of course, that means that the Federal portion of that program will be extinct come October 1. What empirical or other evidence do you have that the private sector in this particular instance will be willing to pick up the research and development?

Mr. DEGEORGE. I think the number, Senator, is something like $7 million left—that is the number that sticks in my mind in the 1981 budget, I recall it was a $10 million level, but we do intend to continue.

Senator BUMPERS. I'm sorry, you are right. You are asking for $9.1 million to continue that program.

Mr. DEGEORGE. Yes, we are going to keep the R. & D. work.

ELECTRIC VEHICLES

Senator BUMPERS. One of Senator McClure's favorite subjects is the electric runabout. Do you have any evidence that if we stopped our research into batteries for electric vehicles, that the private sector would not pick that up? Is that really a high-risk, high-payoff research we are doing on that?

Mr. DEGEORGE. Well, I can give you my own personal opinion—General Motors has——

Senator BUMPERS. I wish I hadn't prefaced the question the way I did.

Mr. DEGEORGE. General Motors has moved into and out of this business. I'm not sure where they are today on electric vehicles. Other companies like Ford have studied the program—and have decided that they should delay their entry to the marketplace.

I don't know if the Senator was here when I made my comment before, that I have trouble understanding why an industry, despite its losses of $2½ to $3 billion a year, can't make those decisions on the various products and types of automobiles and engines.

If I measure our total Federal investment, as contrasted with what they're spending in R. & D, it is really a drop in the bucket.

Senator BUMPERS. Well, I'm inclined to agree with you. Do you remember when General Motors came to town a couple of years ago and they held a big conference and brought their electric car with them, and the president of General Motors rode around the District and it was a lead story on the news that night? Has anything happened since then? Have they dropped it?

Mr. DEGEORGE. I understand they're talking about Henry Stadler—and I hate to drag him back up to the table again, but Henry knows this business a lot better than I do, I do know——

Senator BUMPERS. Well, Henry, why don't you just stay there. [Laughter.]

Mr. DEGEORGE. They do intend to and have made a commitment to enter the marketplace around 1984 or 1985, I think.

Mr. STADLER. They have slipped their timing a year or perhaps 1½ years since their original—originally they were talking about 100,000 cars in the 1985 model year. That has slipped at least 1 year, I believe. Perhaps more than 1 year.

Senator BUMPERS. What battery are they contemplating using?

Mr. STADLER. Well, originally, at the time of the great announcement, they were contemplating using the nickel-zinc battery, which does allow an electric car to go farther than a lead-acid battery would allow it to go on one charging. However, the nickel-zinc battery has suffered from shorting itself out with zinc crystals and has not had a very long cycle life—that is to say, it has only run about 300 cycles. In the case of those——

Senator BUMPERS. Is a cycle one period of use before the battery must be recharged?

Mr. STADLER. Yes, it is one overnight charging.

Now, the General Motors people have made announcements that said that they had a satisfactory battery or that they expected that they would have, but there is a great deal of doubt in the technical community of that statement.

Senator BUMPERS. Do you know anything that they don't know about batteries? Or do they know anything you don't know?

Mr. STADLER. I doubt it.

Senator BUMPERS. Well, why are we both in it then?

Mr. STADLER. Well, the reason that we are both in batteries is there are a lot of different kinds of batteries, and it is not at all certain that nickel-zinc batteries are the appropriate ones for electric cars.

As you know, the Government program did develop—or supported the development of the zinc-chlorine battery, which has the potential for a very long cycle life, apparently perhaps longer than that of the car. That would be a great step forward if we could do that at an affordable cost. The lead-acid battery, at present, has the potential for being the least costly battery. And I think that at present many people feel that the principal obstacle to the introduction of electric cars broadly is cost. It is not primarily the lack of long range. In that case, we have to bring down the total cost of ownership, which we can do in many ways. But two ways are to bring down the cost of the battery and to bring up the lifetime of the battery, the cycle life.

Senator MCCLURE. And to get the economies of scale in production.

Mr. DEGEORGE. Yes.

Mr. STADLER. By any means, that we bring the cost down—of ownership down a wee bit more, I think we have a good chance of getting the electric car introduced.

Senator MCCLURE. Well, I haven't given up on it.

Senator BUMPERS. Well, let me tell you something. I have a paper in my office, prepared by a physics professor at the University of Arkansas on electric transportation, which is very persuasive.

And I am ready to join Senator McClure in promoting this mode of transportation, which may be the only mode by the turn of the century. But I'm a little ambivalent about who ought to be taking the lead in the research end of it right now. And I'm just curious about these criteria we are using to determine of what the private sector ought to be doing and what DOE ought to be doing. And I'm curious as to why we are so involved in this battery research? I'm not really quarreling with that. I'm just really eliciting information for my own use.

REGULATORY CONSERVATION PROGRAMS

Let me just ask one final question, Mr. Chairman. Incidentally you touched on this in your question, on the economic recovery program. In the President's message on the economic recovery program to the Congress, he said, "Regulatory programs mandating building and appliance efficiency standards and utility conservation services have small Federal cost but would impose massive regulatory burdens on the private sector. They would be a nightmare to administer and enforce."

Now this budget proposes to reduce in 1981 and eliminate in 1981 virtually all of these regulatory programs.

What I want to know is, has DOE done a cost/benefit analysis to evaluate the cost of administering these programs? Is the cost of administering and complying with them that great? And have those costs, whatever they are, been compared with the savings of energy that might be achieved if we left those regulations in place?

Mr. DEGEORGE. In general, no. We are talking more philosophically here than addressing an exact set of facts.

Senator BUMPERS. Thank you, Mr. Secretary. Thank you, Mr. Chairman.

ADDITIONAL COMMITTEE QUESTIONS

Senator MCCLURE. Thank you. That concludes the energy conservation portion of this afternoon's hearing. There will be some further question of the committee which will be submitted to you in writing, and we would like responses within 2 weeks.

[The following questions were not asked at the hearing but were submitted to the Department for response subsequent to the hearing:]

QUESTIONS SUBMITTED BY SENATOR JAMES A. MCCLURE

Energy Performance of Buildings

Question: Moving to the Performance Calculations and Diagnostics subaccount, one of the stated goals is the development of strategies and theories to be used by energy managers to measure the energy performance of buildings. Once these strategies and theories are developed, how is the information disseminated for practical use and application?

Answer: The strategies and theories are developed with the cooperation of the buildings community. For example a panel representing the various interests was formed to assess the state-of-the-art and indicate the R&D needed to advance the state-of-the-art in diagnostic tools to meet the accelerated demand for more accurate building energy use data and audits. The panel included D. E. Miller, Johnson Controls, Incorporated; J. T. Woods, DCS Corporation; W. S. Felming, Fleming & Associates; D. Sullivan, Ohio State University; and R. Grot, National Bureau of Standards. A draft report was then issued for comment and a forum was held at an American Society of Heating, Refrigeration, and Air Conditioning Engineers (ASHRAE) meeting to elicit further response. The final report is in publication. By involving the complete community early and making them a part of the DOE program we assure constant feed-back and dissemination within the building community and that the results will have practical application.

Workshop on Energy Performance of Buildings

Question: Are workshops or other such technical schools held educating these energy managers.

Answer: We have co-sponsored a series of annual conferences entitled "Thermosense" which resulted in publishing approximately 65 papers in the proceedings. The first conference was September, 1978 in Chattanooga, the second was November, 1979 in Alburquerque, and most recent was September, 1980 in Minneapolis. The fourth conference is being planned for fall, 1981 in Toronto, Canada. In addition DOE funded a series of workshops for home builders through the National Association of Home Builders. The workshops were in Atlanta, Houston, Chicago, Portland, and Philadelphia starting in November, 1980 and finishing in March, 1981. The results were a training workbook and the training of approximately 150 home builders in energy conscious design and construction.

Buildings Systems Pilot Projects Case Studies

Question : When conducting field tests under the Pilot Projects and Case Studies subaccount, does DOE generally use private buildings or government buildings?

Answer: DOE has generally used private buildings for field tests and case studies. Building codes, construction practice and developer economics are key constraints that control marketplace adoption and actual performance of energy efficient features. Government buildings are used principally when the technical approach taken is highly experimental.

The Objectives of the Case Studies are as Follows:

To provide information on the performance of new materials and construction methods of energy conservative design;

To assist in the understanding of new energy conservation methods and to transfer this information from localized sources to a wide audience;

To assist in the improvement or refinement of the systems, including suggestions of possible materials and methods which would improve the system;

To identify and recommend for further investigation and research areas which seem promising;

To identify areas of government regulation which inhibit commercialization, and recommend appropriate remedial;

To develop and provide data and information that disprove claims made for systems or ideas which might otherwise prevent the incorporation of proven effective measures.

Selection of case studies of energy conservative houses will fall into two categories of buildings, innovative structures and conventional structures.

Innovative structures eligible for case studies will be characterized by their new construction materials, new construction methods, and a radical approach to plan layout, geometric configuration and esthetic appearance. Most importantly they will be characterized by an understanding of new energy phenomena.

Conventional structures eligible for case studies will be characterized by a general acceptability in plan and style. The house will be reporting a substantial reduction in heating or cooling loads, or both, compared to houses of similar size and configuration. The cost of the house will be in the genral range for houses of similar size and configuration. The house will have been built and marketed successfully. It may be receiving considerable notoriety due to its successful performance. It may also be causing widespread speculation due to reported by unsubstantiated performance claims.

Some of the elements of energy conservative design are listed below. Both innovative and conventional structures eligible for case studies will exhibit one or more of these characteristics.

Construction Techniques
a. Tight or well insulated building envelope.
b. Modified envelope construction.
c. Utilization of new materials in envelope design.
d. Utilization of new construction technology in envelope design.

Heating System
a. Utilization of standard heating system components in an unusual manner.
b. Utilization of nonstandard heating system components in a standard system.

Energy Sources
a. Utilization of various heat gain sources such as solar, appliance waste heat, metabolic heat, etc.
b. Use of off-peak energy or other nonsynchronous energy sources such as solar, with some form of thermal storage to reduce fluctuation.

Energy System
a. Nonstandard distribution or control strategies.
b. Various energy conserving devices related to glazing, such as shades, insulating shades, film, heat mirror, multiple glazing layers.

Case studies of homes which have a potential application to a wide market using greater amounts of energy will be favored over these applicable to smaller markets with less critical energy demands.

Field Tests of New Buildings

Question: Has it ever constructed new buildings solely for the purpose of such field test?

Answer: Under this subaccount, DOE has never constructed new buldings solely for the purpose of such field tests. DOE has constructed a building for field testing at Brookhaven National Laboratory (the Brookhaven House), but this building is scheduled to be used for guest house accommodations after field testing is completed.

Field Tests Conducted Under Buildings Systems

Question: For each of the field tests conducted under this activity what was the purpose of the test, the type and ownership of the building, and was the building constructed for purposes of the test.

Answer: The following is a list of the field tests conducted under this subactivity and description of the details:

The Minimum Energy Dwelling I, Mission Viejo, California. This project, jointly sponsored by DOE, the Southern California Gas Company and Mission Viejo Company (a major developer of new homes in Southern California), included the design, construction and monitoring of two "proof of concept" minimum energy houses. The houses utilized the latest technology and hardware and demonstrated more than 50% energy savings compared to the standard project homes in Mission Viejo. A minimum energy dwelling workbook was developed and disseminated to the residential building industry along with the results of the demonstration. Many of the measures demonstrated are being routinely incorporated in development homes of the area.
Ownership - Mission Viejo Company
Cost - $235,000
Reason for Construction - Monitoring, evaluation, demonstration and subsequent public sale.
The Minimum Energy Dwelling II, Mission Viejo, California. This project, also jointly sponsored by the DOE, Southern California Gas Company and the Mission Viejo Company, is an extension of the successful MED I project. A single home including more advanced and cost effective energy saving features was designed, constructed, monitored and evaluated. Information on this project will also be disseminated to the building industry.
Ownership - Mission Viejo Company
Cost - $58,000
Reason for Construction - Monitoring, evaluation, demonstration and subsequent public sale.
The Brownell House, Edinburg, NY. An evaulation was made of the design and thermal performance of an innovative, pruportedly energy efficient house built in 1977, in the Adirondacks area of New York State. Calculations and measured performance data show that the houses' space heating needs are less than 25% of those of a typical inventory house in the North East United States. Recommendations were made for still more energy efficient and cost effective changes and this information was disseminated as a case study to the building industry.
Ownership - Bruce Brownell (subsequently sold by the builder)
Cost - $6,000
Reason for Construction - Mr. Brownell's interest in energy conserving residential construction and for sale on the open market.
The Brookhaven House, Long Island, New York. This house was built to validate and demonstrate the energy conservation benefits of natural thermal storage and other techniques in a typical builders home suitable for New England and the North Central States. This home promises energy savings of up to 80% in homes in this target area. It was designed and constructed at Brookhaven National Laboratory and is currently being monitored and evaluated for eventual publication as a case study to the building industry. A movie has been made of the construction of this home to illustrate the principles to architects and builders.
Ownership - DOE
Cost - $226,000 (Includes design, construction, monitoring, evaluation, movie and information dissemination to date.)
Reason for Construction - Concept evaluation, demonstration and subsequent use as a Laboratory guest house.
The Masten House, Newport, Rhode Island. An evaluation of the design and thermal performance of an innovative, proportedly energy conserving, double envelope convective loop home is currently nearing completion. A number of homes utilizing similar techniques have been constructed across the country. There is a wide variety of energy saving claims for these techniques and as many explanations about how these savings are achieved. There is little measured scientific data on these buildings. This study will be the subject of a case study and disseminated to the building industry.
Ownership - Mr. Robert Masten
Cost - $30,000
Reason for Construction - Built by the owner for his own use.
Industrial Loft Conversion to Apartments, 424 West 33rd Street, New York City. This case study of the conversion of under utilized, turn of the century, industrial loft space to apartments is nearing completion. This study looks at the potential for use of natural thermal storage in a building typical of those found in many of the older cities of the northeast and north central united states. The study will explore the large potential energy savings in the conversion and rehabilitation of such a building. The results of this will form a case study and be disseminated to the building industry.
Ownership - National Railway Publication Company
Cost - $88,000
Reason for Construction - more effective use of under utilized and energy inefficient space.

The House Doctor Technique

Question: Please provide a brief definition of your "house doctor" technique and explain how it applies to your testing and data collection activities.

A house doctor is a trained specialist or specialists who, with the use of instrumentation, diagnoses the heat losses in your house and partially reduces these losses.

Most auditors only come in with paper and pencil, and their years of experience, to make recommendations to you about how to save energy. The house doctor team (there are two people) use instrumentation to find the difficult heat leaks normally undetectable without instrumentation; also, the house doctor team actually retrofits the house before leaving, therefore, you get energy savings directly from the visit.

The house doctor team will usually: plug difficult-to-find holes in the walls and in the attic. The attic area is especially important because, after plugging these holes which you can't see under the insulation, the insulation performs in a more cost-effective manner. Also, they will usually install an insulating jacket around your hot water heater, a dual-setback clock thermostat (or calibrate your existing one), water flow controllers on your showers and faucets, and tune up your furnace. Of course they won't do any of these items without your permission. In cases, they will also recommend to you the more expensive, but cost effective retrofits (how much more insulation, how to improve your furnace efficiency further) which will pay for themselves with time. However, they will not install these latter items on the visit.

The data collected to date assist the several programs in the Building Energy Sciences: Air Infiltration: measurements are taken by the House Doctor team regarding the air leakage sites and amount before and after retrofit, leading to a catalogue of air leakage sites; Insulation: House Doctors determine the frequency of "thermal bypasses" which reduce the effectiveness of adding attic insulation. In addition, house doctoring assists us in determining the energy savings potential of different retrofits; that is, validation of the savings of these retrofits.

The Role of the National Bureau of Standards

Question: What is the role of the National Bureau of Standards in this activity?

Answer: The National Bureau of Standards has no role in the "house doctor" project.

Municipal Waste

Question: Finally, turning to the Urban Waste account, you have proposed $7 million in FY 1982 to support the orderly termination of certain R&D programs. Is it the intention of DOE to totally phase out this program after FY 1982 or will you propose to begin new R&D activities once the current projects are completed?

Answer: The Department does intend to phase out this specific R&D program at the end of 1982. Generic research which might be applicable to municipal waste technologies may be continued under the Energy Conservation Utilization Technology program.

Question: If the program is to be phase out, is there any real indication that the private sector will be able to assure such R&D efforts?

Answer: There is substantial evidence that companies will conduct R&D in municipal waste components where it is to their proprietary interest. In addition, United States licensee's are taking advantage of the research in Europe and Japan on combustion and pyrolysis systems.

Heavy Duty Transportation R&D

Question: Moving back to the Transportation account, on page 50 you state that "Most of the large industrial firms dealing with heavy duty transportation production agree that further, more long-range research and development can continue to improve efficiency in this sector." What are the large industrial firms doing to assist the Federal government in conducting such long-range research?

Answer: Two segments of industry provide assistance to the Federal government in conducting heavy duty transportation research and development. Equipment manufacturers provide both indirect and direct assistance; indirect through guidance and information transfer supplied individually and by associations such as the Motor Vehicles Manufacturing Association, and directly through internal and cost-shared technology developments such as the Cummins Engine Company turbocompound and adiabatic diesel project and the Detroit Diesel Allison heavy duty gas turbine project. The user segment of the heavy duty transportation industry also provides guidance and information transfer assistance on an individual basis and by associations such as the American Trucking Association, and supplies direct assistance by providing necessary fleet tests and evaluations of technology developments such as the Voluntary Truck and Bus Program and the Greyhound Intercity Gas Turbine Bus project.

Transportation Systems Utilization

Question: You are proposing to make changes with regard to the printing and distribution of the Gas Mileage Guide -- can you outline these for us please? How does the production of some 12 million copies compare with previous years?

Answer: Since 1977, DOE has published annually, on an average, approximately 17 million copies of the Gas Mileage Guide, with approximately 13 million copies being distributed in initial shipments to dealers and the remainder being available for secondary distribution in response to dealer reorders or requests from other organizations. In FY 1981, DOE is publishing approximately 15 million copies of the Gas Mileage Guide at a cost of $1.1 million. Initial shipments of 9 million (4.5 million copies of the Second Edition of the 1981 Guide and 4.5 million of the First Edition 1982 Guide) are being made directly to 30,000 new car and light truck dealers, as well as Federal, State and local government offices and other special interest groups. The remainder will be available for secondary distribution through the DOE Technical Information Center (TIC) in Oak Ridge, Tennessee.

In FY 1982, DOE will publish 12 million copies of the Guide, with 5 million copies of the First Edition being shipped directly to dealers. (No copies of the Second Edition of the 1982 Guide will be shipped directly to dealers). The remaining 7 million copies will be sent to TIC for fulfilling dealer requests for additional copies when their supplies are depleted. Depending upon dealer requests, a limited quantity of Guides will still be shipped to other special interest groups on a case-by-case basis.

Question: How much do you expect the proposed changes will save the government?

Answer: We estimate that printing 3 million fewer copies and eliminating initial direct distribution to dealers of the Second Edition of the 1982 Guide will save an estimated $400,000. This value is derived by comparing the budget costs to those which would have occurred in FY 1982 had the FY 1981 level of activities been carried out, allowing for normal inflation in printing and distribution costs. (The FY 1981 costs of this program include $90,000 to cover TIC's secondary distribution costs. While this was included in the Office of Transportation Program's budget in FY 1981, it is now included in TIC's FY 1982 budget. This apparent savings in OTP's budget is not included in the $300,000 estimate shown above.)

Question: What will be the impact on the consuming public?

Answer: Some low volume dealers may never have Guides available which include those vehicles certified after September 1 (approximately

125 new model types). If car sales rebound from past year's low levels, there's a possiblity that 12 million copies may prove insufficient to maintain supplies at all dealers. Because of this, DOE will closely monitor secondary distribution supplies to assure that dealers can continue to meet their legal requirements for displaying and having sufficient *Guides* available for consumers.

A recent survey conducted by DOE, demonstrated that, although the program was extremely cost-effective (saving over one barrel of oil for each dollar spent on the *Guide's* publication), two problems have prevented the program from achieving its maximum effectiveness: (1) low public awareness of the *Guide* and its availability and (2) reduced impact of *Guide* due to the fact that most buyers have severely narrowed their choices by the time they first visit a dealer's showroom. The planning of DOE actions to improve awareness of the *Guide* and to make it available through distribution networks which would expose buyers to it earlier in the buying process will be affected by the fact that fewer *Guides* will be printed in FY 1982 than in previous years.

Studies/Tests on Alternative Fuels

Question: Has DOE conducted any tests or studies using perhaps less conventional alternative fuels such as sunflower oil, rape seed oil, and safflower oil? Is DOE aware that limited research is now going on in this area and shows great promise? Is this something DOE should be looking at or is it better left to the private sector?

Answer: The Department of Energy is currently funding an assessment study on vegetable oils and animal fats for fuel use. The project is jointly funded by the Biomass Energy Systems Division and the Office of Transportation Programs of DOE. In addition, Federal grants totaling $5.8 million for research on the production and utilization of renewable energy resources is being administered through USDA. This program is jointly funded by DOE and USDA and DOE's share is $3.5 million. Vegetable oil as a diesel fuel substitute is one of the candidate renewable energy resources which falls under this program. A request for proposals has been released by USDA with a proposal deadline of May 22, 1981. It is anticipated that a number of proposals will be received for research on vegetable oil use.

The DOE has been closely following the activities on research with vegetable oils. Research to date indicates that when vegetable oils are used as fuel in diesel engines, increased wear, gumming and other problems are observed in some circumstances. The Office of Transportation Programs is working to bring basic fuel/engine technology into such efforts in order to provide a basis for understanding the needs and potential problems and facilitate solutions to problems associated with alternative fuels.

Schools and Hospitals Program

Question: Under Phase I of the Schools and Hospitals Program, Energy Audits and Preliminary Energy Audits are conducted or administered by States in eligible buildings in order to make them eligible for energy conservation project grants. Why is it necessary to conduct preliminary as well as final audits, how much could be saved if the preliminary audit work was reduced or halted altogether, and, for purposes of satisfying DOE's requirements under Phase I, what is considered an acceptable "independent" energy audit?

Answer: Preliminary energy audits (PEA), as specified in the authorizing legislation, determine the energy consumption characteristics of buildings, including their size, type, rate of energy consumption and major energy-using systems. In addition, PEAs provided information to establish a data base from which reasonably accurate estimates could be made of the number of eligible institutions, the number of qualifying buildings and patterns of energy conservation needs. PEAs also assisted States in the development of their State Plans for this program. The purpose of energy audits (EA) differ from that of PEAs and is two-fold. An EA is the first on-site analysis of a building. EAs identify energy saving maintenance and operating procedures and assess the need, if any, for the acquisition and installation of energy conservation measures. Funding for the conduct of PEAs and EAs was provided to States during the first two funding cycles which were held in FY 1980. There was no appropriation for PEAs in FY 1981 and none is requested for FY 1982.

Each State is responsible for making the determination as to whether or not an "independent" energy audit satisfies the requirements under Phase I and the specific requirements for acceptability must be established in each State Plan. In general terms, an "independent" audit is acceptable if it describes the buiding's energy use patterns, recommends appropriate energy saving maintenance and operating procedures, assesses the need for energy conservation measures based on energy use or cost indices or the physical characteristics of the building envelope and energy using systems, and indicates whether or not building conditions or characteristics present an opportunity for the use of solar heating, cooling or hot water systems.

Question: Please provide, for the record, the percentage of eligible buildings in each State for which EAs and PEAs have been or will have been completed. Also, you mention on page 60 the number of energy audits and preliminary energy audits conducted in FY 1980, how many do you project for FY 1981 and 1982?

Answer: Attached is a table, by State, which gives the percentage of eligible buildings (eligible buildings determined from PEA data) which have received EAs under this program through June 30, 1980. DOE is currently updating this data through December 31, 1980 and this information will be provided as soon as the update is completed. While the percentage of buildings in the table appears low, there are several factors which have a bearing on these figures. First, the program is voluntary and institutions can elect not to receive PEAs and EAs. Also, a large number of institutions have performed EAs on their own and these are not reflected in DOE's data. Additionally, many institutions have undertaken technical assistance analyses independently and therefore negated the need to have conducted an EA. For these reasons, it is also impossible for DOE to project, with any degree of accuracy, the number of PEAs and EAs that will be conducted in FY 1981 and 1982.

ENERGY AUDIT PENETRATION
as reported by States in conjunction with
NECPA Title III Grant Program

Region	State	Schools	Hospitals	Local Gov't	Public Care	Total
I	Regional Subtotal	21%	81%	6%	28%	18%
	Connecticut	1%	37%	1%	1%	1%
	Maine	100%	86%	19%	0	62%
	Massachusetts	88%	121%	57%	40%	89%
	New Hampshire	8%	43%	3%	10%	6%
	Rhode Island	79%	100%	10%	0	41%
	Vermont	38%	85%	9%	14%	26%
II	Regional Subtotal	23%	36%	6%	8%	17%
	New Jersey	39%	35%	4%	24%	22%
	New York	16%	35%	8%	4%	14%
	Puerto Rico	63%	77%	4%	4%	39%
	Virgin Islands	100%	100%			100%
III	Regional Subtotal	7%	23%	1%	2%	5%
	Delaware	41%	16%	0	25%	32%
	Dist. of Columbia	7%	6%	2%	0	3%
	Maryland					
	Pennsylvania	4%	1%	-	0	2%
	Virginia	1%	1%	1%	1%	1%
	West Virginia	2%	2%	0	3%	2%
IV	Regional Subtotal	18%	17%	2%	4%	14%
	Alabama	5%	1%	1%	2%	4%
	Florida	5%	11%	8%	10%	6%
	Georgia	33%	44%	0	24%	32%
	Kentucky	21%	16%	1%	1%	14%
	Mississippi	4%	6%	1%	1%	3%
	North Carolina	57%	69%	2%	1%	51%
	South Carolina	5%	9%	5%	3%	5%
	Tennessee	12%	4%	-	5%	6%

Region	State	Schools	Hospitals	Local Gov't	Public Care	Total
V	Regional Subtotal	30%	28%	5%	10%	20%
	Illinois	86%	88%	24%	100%	30%
	Indiana	10%	44%			11%
	Michigan	12%	8%	10%	4%	11%
	Minnesota	15%	22%	8%	2%	10%
	Ohio	27%	28%	5%	17%	16%
	Wisconsin	11%	31%	1%	4%	6%
VI	Regional Subtotal	25%	16%	1%	33%	18%
	Arkansas	46%	4%	3%	0	35%
	Louisiana	0	0	0	0	0
	New Mexico	83%	12%	3%	2%	66%
	Oklahoma					
	Texas	5%	9%	1%	-	3%
VII	Regional Subtotal	18%	18%	3%	10%	12%
	Iowa	19%	23%	-	1%	10%
	Kansas	20%	46%	14%	19%	20%
	Missouri	15%	6%	2%	6%	9%
	Nebraska	20%	25%	2%	31%	10%
VIII	Regional Subtotal	20%	21%	3%	8%	12%
	Colorado	20%	13%	14%	8%	17%
	Montana	16%	27%	2%	3%	10%
	North Dakota	17%	NA	1%	5%	
	South Dakota	20%	40%	-	19%	11%
	Utah	24%	22%	2%	2%	13%
	Wyoming	28%	42%	3%	25%	23%
IX	Regional Subtotal	3%	12%	1%	1%	3%
	American Samoa	100%	100%			
	Arizona	31%	13%	49%	13%	30%
	California	2%	13%	-	-	1%
	Guam	99%				
	Hawaii	11%	29%	23%	23%	14%
	Nevada					

Region	State	Schools	Hospitals	Local Gov't	Public Care	Total
X	Regional Subtotal	13%	16%	27%	3%	14%
	Alaska	NA	NA	NA	NA	76%
	Idaho	11%	20%	13%	8%	11%
	Oregon	6%	6%	9%	3%	6%
	Washington	9%	54%	12%	3%	10%
	Summary:					
I		21%	81%	6%	28%	18%
II		23%	36%	6%	8%	17%
III		7%	23%	1%	2%	5%
IV		18%	17%	2%	4%	14%
V		30%	28%	5%	10%	20%
VI		25%	16%	1%	33%	18%
VII		18%	18%	3%	10%	12%
VIII		20%	21%	3%	8%	12%
IX		3%	12%	1%	1%	3%
X		13%	16%	27%	3%	14%
	Total for Nation	16%	25%	3%	8%	13%

Energy Conservation: State and Local

Question: Among the most popular of DOE's programs slated for greatly reduced or zero funding for FY 1982 are those State and Local programs carried out under the Energy Conservation account. Included in this State and Local subactivity are the Schools and Hospitals Grants program, proposed for a reduction of $81.25 million to a 1982 level of $100 million, and the Emergency Energy Conservation program, reduced from $12 million in 1981 to $2 million in 1982. Also included on this State and Local list--and proposed for zero 1982 funding--are the Local Government Building Grant program, the Energy Policy and Conservation Grant program, the Energy Conservation and Production Grant program, and the Energy Extension Service. I should also mention that the Weatherization Assistance Grant program will not be funded by DOE but will be moved to the Department of Housing and Urban Development.

Collectively, these programs amounted to some $452.8 million in FY 1981 while being reduced to some $106.9 million for FY 82. This, of course, explains in a nutshell the concerns of many State and local governments, who have so far relied on relatively large assistance payments.

While most realize significant cuts will ultimately be made, many have suggested that DOE make the remaining funds available in a block grant, thus letting the State and local entities make their own spending decisions. Has the Department taken any kind of position on such a proposal? Are you prepared to offer a general opinion on such a proposal?

Answer: We believe that an energy block grant will not improve the rate at which the end-use sectors become more energy efficient. It is our conclusion that given the need to constrain Federal spending, we are better off building an economic program which rewards energy efficient practices through the marketplace.

The Administration has included energy conservation projects as an eligible activity under the proposed HUD State Block Grant. In the new State Block Grant program, each State would receive an allocation based on the dual formula contained in existing law. States would distribute funds to their units of general local government to carry out eligible community and economic development activities. States would be free to design fund distribution systems tailored to their individual needs and preferences, and would be responsible for overall administration of distributed funds.

We, at this time, would not agree, given the proposed funding reductions that a DOE block grant for the remaining State and Local funds is appropriate.

Weatherization Assistance Program

Question: Please provide for the record the average cost per weatherized unit for each State in fiscal year 1981 and 1982.

Answer: The average cost per weatherized unit for each State through March in fiscal year 1981 is as follows:

Region 1	Average Cost Per Unit
Connecticut	$1,260
Maine	941
Massachusetts	1,178
New Hampshire	495
Rhode Island	719
Vermont	829
Region 2	
New Jersey	$1,235
New York	780
Region 3	
Delaware	$ 709
District of Columbia	1,144
Maryland	574
Pennsylvania	798
Virginia	805
West Virginia	1,238

Region 4	Average Cost Per Unit
Alabama	$ 599
Florida	613
Georgia	523
Kentucky	689
Mississippi	839
North Carolina	625
South Carolina	831
Tennessee	850
Region 5	
Illinois	$1,103
Indiana	1,280
Michigan	1,364
Minnesota	790
Ohio	1,065
Wisconsin	1,178
Region 6	
Arkansas	$ 751
Louisiana	506
New Mexico	766
Oklahoma	734
Texas	807
Region 7	
Iowa	$ 718
Kansas	722
Missouri	803
Nebraska	887
Region 8	
Colorado	$ 889
Montana	1,067
North Dakota	831
South Dakota	1,260
Utah	910
Wyoming	1,100
Region 9	
Arizona	$ 686
California	560
Nevada	1,135
Region 10	
Alaska	$1,155
Idaho	865
Oregon	848
Washington	932

In fiscal year 1982 the program will be incorporated in the Department of Housing and Urban Development's Community Development Support Assistance Program.

Energy Management and Extension

Question: Are any activities of the Energy Extension Service similar to those being conducted by USDA's extension service? If so, does it make sense to allow USDA to continue to do these while retaining the remainder at DOE?

Answer: The extension services provided by DOE and USDA are similar in that they provide services tailored to the particular needs of their clients. However, the activities each participates in and the purpose of their activities are quite different.

The Cooperative Extension Service provides services largely to the agricultural/rural sector. The Energy Extension Service provides services to a much broader range of clients (e.g. residential small businesses, local governments) in an effort to promote efficient use of energy. The Cooperative Extension Service provides energy conservation services of an agriculture-related nature. Many of these energy-related activities are funded through State EES offices, which contract with CES to provide energy-related services to CES clients as a result of the credibility CES enjoys with its agricultural/rural clients. DOE, USDA, and the States have found this arrangement satisfactory.

Using existing organizations such as CES to deliver energy conservation and renewable resource services is one of the fundamental concepts embodied in the EES program. As required by the National Energy Extension Service Act, EES has encouraged States to make use of those organizations which are best suited to delivery of services to target audiences with whom they have established credibility and trust. In providing services to agricultural/rural clients, EES has encouraged States to make use of CES as a service delivery agent. However, there are other important client groups which could benefit from EES services which have better working relations established with organizations other than CES. In such cases, EES has encouraged the States to deliver energy extension services through those organizations.

Because private businesses and State and local governments are capable of providing, without further Federal funding, the most important services now supported by EES, the Department does not believe there is a need to continue the program in FY 1982.

Energy-Related Inventions Program

Question: Will DOE be able to make more than 36 awards in FY 1982?

Answer: In 1982 our goal is to make 42 grant awards to inventors.

Question: How many regional workshops does DOE plan to conduct in FY '82 to explain the premise of the inventions program?

Answer: DOE, using the NBS as its facilitators, plans to conduct six regional workshops in FY '82.

Question: How well attended have these workshops been in the past?

Answer: The attendance at past workshops has been excellent. An average of 300 inventors attend the workshops.

Question: Aren't there better, less expensive ways this program can be promoted?

Answer: The workshops are held for the purpose of bringing together inventors, entrepreneur inventors, and other parties for the exchange of information of mutual interest. A principal theme is to encourage innovation in energy. The promotion of the Inventions Program is an integral, but not exclusive, purpose of the workshops. The workshops are a very cost-effective way of alerting various groups of people in the private sector, to the needs of the Country for new energy innovations and to the rewards available to participants in this particular program. In addition, the workshops are a means to improve the quality of input to the NBS evaluation process. The workshops elicit active participation from private interests and thereby enhance the efficiency of Government industry cooperation.

Estimated Future Energy Savings

Question: Finally, can you tell the Committee what you would estimate the total energy savings to be for 1985, 1990 and the year 2000 if all the programs in this budget were implemented at the requested funding level? What annual level of funding does this assume for 1983 through 1986, and what further assumptions for total energy demand are you making to arrive at your estimates? You may want to provide the details on this for the record.

Answer: Projections of energy savings for the energy-related inventions programs as well as any other conservation and solar programs is a function of a number of important determinants, e.g., price of energy, growth rate of the general economy, assumed financial incentives on the supply and demand side of energy equations, etc.

There exists a large number of studies that show favorable energy savings and benefit-cost ratios attributable to energy conservation and, to a more limited extent, to renewable energy activities. Within DOE, estimates of these energy savings and benefit-cost ratios have been made from time to time although such estimates have not been performed on a comprehensive basis with comparable assumptions. Moreover, once the basic assumptions are changed significantly, e.g., by early decontrol of oil prices, changes in depreciation rules, etc., energy savings and therefore benefit-cost ratios applicable to conservation and solar, as well as supply side, programs could change significantly. Use of the existing numbers to evaluate the reasonableness of budget cuts proposed by this Administration would, therefore, lead to incorrect inferences, as the new macro-economic policy departs radically from the previous one.

Although it is generally agreed that reliance on market mechanisms is one of the best strategies to promote energy conservation and renewable resources, no cost benefit analyses have been made in DOE based on the policy assumptions underlying the Administration's economic recovery plan. This plan emphasizes:

- Immediate decontrol of oil prices
- Tax cuts to businesses and individuals
- Reduction in deficit spending, and
- Controlled growth of money supply

Further analysis will be performed in responding to the sunset provisions of P.L. 95-91 by mid-January 1982. Preliminary energy savings and benefit-cost ratios consistent with the new policy would require at least 3 to 4 months lead time to develop.

QUESTIONS SUBMITTED BY SENATOR DENNIS DECONCINI

Conservation and Oil Savings

Question: In your opinion, how can we, as a society, as a nation, save the most oil for a given dollar?

Answer: The cheapest and most cost-effective measure to save oil and reduce U.S. petroleum imports in the near-term is energy conservation. There exist a large number of studies that show favorable energy/oil savings and benefit-cost ratios for energy conservation activities.

Conservation means using energy more efficiently given its true cost to the country and society. This includes eliminating waste, shifting to less energy intensive goods and services, and producing goods and services with efficient technolgies. Conservation, in this context, is not tantamount to sacrifice. It is using energy efficiently to help maintain prosperity and growth in the face of rising energy costs.

Conservation under this Administration, however, will be achieved primarily through higher prices, not government programs. To reflect the true cost of energy, decontrol of oil prices is already in effect. In addition, accelerated deregulation of natural gas price is under active consideration by this Administration. Together with conservation tax credit programs and the Schools and Hospitals grant program, the marketplace will effectively promote conservation activities. Moreover, the Administration's budget supports long-term, high-risk and high pay-off research and development which would otherwise not be undertaken by the private sector.

Industrial Energy Conservation

Question: Has Industrial Conservation been shown to be successful? Are there any estimates on payoff? Number of dollars saved for each dollar spent? (Many estimates give a $100 for $1 pay-off.)

Answer: There is some evidence that the Industrial Energy Conservation Program has been successful in achieving its original objective which was to support the development and initial application of more energy efficient industrial technologies. For example, 8 technologies, out of the over 150 technology development projects supported by the program, are now penetrating the market and saving approximately 10 trillion Btu's annually or about $60 million of energy costs annually (not taking into account the private investment required to achieve these savings). These savings, however, are relatively small when compared to the nearly 30,000 trillion Btu's used annually by industry and the estimated 500 trillion Btu's saved by industrial conservation efforts undertaken each year -- without direct Government support. Further, it is difficult to determine to what extent Federal support of industrial conservation technologies has actually accelerated their penetration of the market. It is likely that even without Federal support these technologies eventually would have been developed and introduced by industry.

Benefit/cost analyses of industrial conservation R&D have been developed by DOE's Office of Industrial Programs in the past. These analyses have indicated very high energy cost savings compared to Federal expenditures (on the order of $120 of energy cost savings to each $1 spent). For example, a project to develop fumes-as-fuel in coil coating is now saving $20 million (3.4 trillion Btu's) in energy costs annually. This project was supported by $194,000 in Federal funds. These analyses were generally based, however, on professional judgments of the time frame over which a particular technology would be independently developed by industry during a period of Federally-regulated oil and gas prices. With the President's action to decontrol oil prices, the gradual decontrol of natural gas prices, under the provisions of the Natural Gas Policy Act, and a general improvement in the ability of industry to make capital investments, industry will have a greater incentive to support the development of such technologies.

In summary, while DOE's industrial conservation R&D program has resulted in some energy savings at comparatively low cost to the government, these benefits have been small relative to the savings realized independently by industry and the likelihood that industry will pursue the development, without Federal support, of industrial conservation technologies will increase as a result of the President's Economic Recovery Program.

Buildings and Community Systems

Question: The use of energy in buildings is estimated at about 17% of our total use - However, I have been told conservation in buildings provide the greatest potential for savings - that we could save up to 8 million barrels of oil a day. Would you comment on that?

Answer: According to estimates provided by the Energy Information Administration, the building sector accounted for about 36 percent of total U. S. energy use in 1980. It is true that conservation in buildings provide a large potential for saving energy. A recent report to the Department of Energy by the Solar Energy Research Institute claims that energy conservation in buildings has a potential savings in the year 2000 of 8 million barrels of oil equivalent per day.

The 8 million barrels estimate reflects an optimistic savings potential that assumes complete availability and acceptance of building conservation techniques by builders and consumers. The study assumes that conservation technology is readily accessible and used in all parts of the country. In addition, the study assumes wide adaptation of passive and active solar techniques and a high degree of conservation retrofit for existing buildings. The study, therefore, provides only a maximum and optimistic potential for energy conservation in buildings.

Transportation Related Energy Use

Question: 26 percent of our energy use could be identified as transportation related. How much of that energy use is petroleum? In your justification, you state that automobiles are becoming more efficient as fuel prices rise. Could you compare the percentage increase in the cost of petroleum to the percentage decline in the consumption of petroleum over the past 8 - 10 years? --over the past 2 years?

Answer: Over 95 percent of the energy used in transportation is petroleum.

U.S. Price and Consumption Experience
1973 - 1980 and 1978 - 1980

	1973 - 1980	1978 - 1980
Gasoline Price (constant $)	63%	51%
Gasoline Use	-1.3%	-6.6%
New Auto MPG	52.8%	10.2%
Crude Petroleum Price	243%	81%
Petroleum Consumption	-1.6%	-9.7%

Question: Are you saying you believe market conditions will result in a reduction in consumption in an amount sufficient to reduce our dependency on foreign oil? How much less oil will we import for transportation five years from now?

Answer: The amount of petroleum used in the transportation sector during the next five years will depend on a number of factors: price of fuel, efficiency improvements in vehicles, income of households, overall economic activity, and conservation behavior. These factors are interrelated so that it is not always easy to associate a given reduction in petroleum use with its causal factor(s).

If one assumes that EIA's mid-price scenario (1980 Annual Report to Congress) holds, then the price of gasoline will be about $1.70 (in 1980 dollars). This would not be enough of a price increase over today's price to put much of a damper on transportation demand. In fact, our estimates show that a 1985 price of about $2.00 per gallon would result in the transportation sector using about the same amount of petroleum as used in 1980. Some reduction in gasoline used by autos would be offset by growth in truck and air petroleum use. This assumes an annual growth rate of 2.8 percent for GNP.

Therefore, short of some much higher petroleum price increases or a much weaker economy, transportation petroleum use in the next five years will probably not reduce the demand for imported oil. The chances for doing this in the next 10 to 15 years, however, are much stronger as efficiency and fuel substitution technologies become available.

Funding Reductions

Question: The Department is asking Congress to eliminate over 261 million dollars in program authority for FY 1981 -- funds already approved by Congress for energy conservation this year - and over 736 million dollars in program authority for FY 82 (beyond the cuts made by the Carter Administration)-- You are reducing the program authority by 80% -- You would terminate many of our most promising programs -- My question is this: Aren't you asking us to burn our bridges behind us?

Answer: Some Federal conservation programs are no longer necessary given the major conservation efforts being undertaken by individuals, businesses and other institutions in response to rising energy costs and substantial Federal tax credits. Other programs may impede private initiative by imposing too great a regulatory burden on the public.

Technology development projects that can be commercially viable without Federal assistance will be terminated, but other high potential projects that are unlikely to be supported by the private sector alone because they are high risk and long term, or apply to many industries, will be retained.

Regulatory programs mandating building and appliance efficiency standards and utility conservation services have small Federal costs, but if undertaken as planned by the previous administration, they would impose massive regulatory burdens on the private sector. These programs also would be eliminated.

Financial assistance to State and local government conservation programs will be reduced and restructured. Grants for State energy offices and public outreach programs will be eliminated. These programs have created new bureaucracies while doing little to promote conservation. DOE's Weatherization Assistance program will be incorporated into the Department of Housing and Urban Development s Community Development Block Grant program. Low-income home weatherization activities will thus continue, but more in accord with local needs and priorities. By shifting administrative responsibility entirely to the local level, communities will be able to devise weatherization efforts more appropriate to their needs and circumstances and achieve greater levels of efficiency and productivity.

The President's economic program calls for fundamental redirection in the role of the Federal government, including spending cuts and other measures to reduce the budget deficit and reductions in the burden and the intrusion of Federal regulations. The conservation budget reflects the desire to achieve the President's budget savings targets and to fundamentally redirect Federal conservation actitivies.

Solar Market Analysis Program

Question: Could you give us a summary of the solar "Market Analysis" program that has been funded under "Energy Production, Demonstration, and Distribution."

Answer: The objective of the Solar Market Analysis program is to identify the economic and institutional environment necessary for widespread application of solar energy. This program has identified the cost/performance goals for those solar technologies which have attained market readiness and has provided estimates of their market potential. Among the targeted solar technologies: active solar water and space heating and cooling, passive solar space heating, photovoltaics, agricultural and industrial process heat, biomass, and wind.

Question: In your opinion, has the program been sucessful? Cost/effective?

Answer: Yes, the department feels that this program has been both successful and cost-effective. The accomplishments in the program are evidence of this. They include: completion of economic analyses of the competitiveness of solar technologies and likely market penetration, analysis of financial incentives for solar and conventional energy sources, and examination of the costs of backup energy for solar technologies. As a result of these accomplishments, the markets and applications for solar technologies are now much better understood and it is expected that this information will be used by industry as the basis for development of near-term technology markets. Inasmuch as this program provided the market data necessary for near-term commercialization by the private sector, funds were not requested for solar market analysis in the previous Administration's request to Congress for FY 1982, nor are they included in the current Administration budget.

ENERGY INFORMATION ADMINISTRATION

STATEMENT OF ALBERT H. LINDEN, JR., ACTING ADMINISTRATOR

1981 APPROPRIATION AND 1982 BUDGET REQUEST

Senator MCCLURE. We will now turn to the Energy Information Administration whose fiscal year 1982 request of $82 million represents a decrease of $24.1 million from the original fiscal year 1981 level and $10.7 million from the revised 1981 funding level.

Appearing on behalf of the Department will be Mr. Albert Linden, Acting Administrator of EIA.

PREPARED STATEMENT

Mr. Linden, please introduce your associates if you have people with you and proceed with your statement which together with your biography will, of course, be made a part of the record at this point, so you may feel free to highlight as you wish.

[The statement follows:]

STATEMENT OF ALBERT H. LINDEN, JR.

Mr. Chairman, Members of the Committee, I am pleased to be here today to present the Administration's proposed Fiscal Year 1982 budget for the Energy Information Administration. In the past, agency heads have come before you to explain why it was essential that their budgets be increased. I am pleased to be able to come before you this year explaining how we can operate efficiently to provide essential services with less money. My main purpose today will be to dispel any concerns you may have over the impacts that these cuts will have on the ability of the Energy Information Administration to provide essential energy statistics and analysis in Fiscal Year 1982.

The Fiscal Year 1982 request for the Energy Information Administration is $80 million, which is $10.7 million less than the revised request for FY 1981. EIA has submitted a request for rescission of $13.4 million of FY 1981 funds. Of necessity, this budget request requires a major restructuring and refocusing of our priorities. While the EIA has grown substantially over the past few years, programs supporting energy policy will continue at essentially the present level, but programs designed to support detailed government energy planning or regulatory functions are being discontinued.

Before I discuss the specific details of this year's budget request, I would like briefly to describe for you the proposed legislative changes that this budget assumes. EIA's main statutory responsibilities are to provide objective and verifiable information on historical energy trends, forecast future trends, and respond to the information and analytical needs of the Executive Branch, Congress, and the public. These functions will continue in FY 1982, but will be modified as necessary to provide the best information in the most efficient fashion.

We believe that in order to operate effectively and efficiently it will be necessary to eliminate several reports that have placed excessive reporting burdens on the private sector. we believe some reporting requirements are unnecessary given the availability of existing information in other reports which we disseminate. We are proposing that Congress assist us in eliminating these requirements. Further, it is our hope that Congress will assist us in our efforts to increase responsiveness and to operate more efficiently by providing for an increased measure of confidentiality for statistical information.

After careful review of our programs it appears that nearly $14.1 million could be saved in FY 1982 by the elimination of three reporting requirements. The first report that we believe should be eliminated presently requires development of a middle distillate monitoring system at the State level. This program is inconsistent with our intention of moving away from State-level reporting which is costly to collect and provides, at best, only marginal additional information. We question the overall usefulness of this program particularly due to its high cost and reporting burden. We will, of course, continue to collect middle distillate pricing data on a national level, and our past experience indicates that this will allow us to meet the needs of policy makers.

The second reporting requirement that we would eliminate is the Financial Reporting System (FRS). The availability of related information from sources within and outside of government coupled with the extensive burden associated with the FRS reporting form call for the ending of this program.

The EIA also is interested in eliminating the requirement for quarterly reports on energy data contained in other EIA reports. It appears that the format of the information provided to Congress is little used and is time-consuming and expensive for EIA to compile. By allowing the Administrator the discretion to publish this report on an annual rather than quarterly basis, reporting costs and burden would be cut considerably. Since the data is available in other EIA reports, we believe the quarterly reports are unnecessarily duplicative and not a good use of taxpayers' dollars.

In addition, we will be making every effort to streamline our systems wherever possible.

As another means of improving our operational efficiency, we are preparing legislation to provide increased confidentiality for statistical information to the EIA's efforts in meeting the new budgetary constraints.* Under our proposal, the EIA would be enabled to obtain statistical information from another Federal agency and to assure that agency that the information would not be disclosed outside of the EIA. Given this assurance, other agencies will be more willing to provide EIA with statistical information than in the past, when the prospect of the use of statistical information for regulatory purposes has made agencies reluctant to share statistical information with EIA. Increased interagency sharing of information with agencies such as the Bureau of Labor Statistics will be crucial to EIA in its efforts to operate within its anticipated budget level of $80 million. If we can assure other agencies that data provided to EIA will remain confidential, we will not need to go out and collect the information again, which will have two beneficial results: first, the burden on the public of a duplicate data collection will be avoided; second, the cost to EIA of preparing the survey and collecting and analyzing the data will be avoided. In addition, there will be the less quantifiable, but equally important benefit of enhancement of the integrity and credibility of EIA statistical information. We are also proposing that EIA be allowed to provide assurance to respondents that information gathered for statistical purposes will not be used for compliance or enforcement purposes. The transition from data gathering for regulatory purposes to data gathering for statistical purposes means that fewer reporting burdens will be placed on industry and that EIA can make greater use of sampling rather than requiring 100 percent reporting. Fairness calls for this policy. It would be unfair to a sampled respondent to provide his response to regulatory body while similarly situated businesses avoid the regulators' scrutiny because they were not part of the sample. In addition, data collection costs can and should be reduced by greater use of sampling techniques and a reduced need to enforce reporting requirements because of increased cooperation from respondents. I hope that you will give careful consideration to these requested legislative changes.

Before I discuss the details of this budget request, I would like to highlight for you some of our recent accomplishments.

In the four years of its existence, the EIA has made great progress in meeting the goal of unquestioned quality in its energy data and analyses. Last year EIA's Office of Energy Applied Analysis prepared Volume III of the EIA Annual Report, which is EIA's forecast volume, produced for the first time quarterly short-term forecasts of energy supply and demand; completed over 20 special analyses of energy issues upon request; and completed the Energy Policy Study which compares current energy policy to a scenario of reduced Government intervention and describes the manner in which Government energy programs complement or offset one another.

The programs in Collection, Production and Dissemination have published the Weekly Petroleum Status Report, gathered data on oil and gas reserves, exploration patterns, and production in the United States, eliminating EIA's dependence on API and AGA data in order to produce independent statistics; completed the collection of comprehensive financial data from 26 major energy companies; responded to over 100,000 requests for information from the public; and completed interim energy consumption surveys in the residential and commerical sectors. The accomplishments in the area of Data Information Services include developing 15 data systems for FERC; leading the Federal Government in reducing the paperwork burden on the private sector in the area of time-consuming and redundant reporting requirements; improving EIA's computer processing and support by having a highly responsive computer facility; developing, implementing and publishing in the Federal Register the monthly Alternative Fuel Price Ceiling required by the NGPA; and assuring that the data collected is reasonable and credible by having a viable quality control effort; and validating requirements for five energy subject areas and seven existing data collection systems.

I would now like to highlight some of the details of the FY 1982 budget request. As I stated, EIA's request is for $80 million. This represents $10.7 million less than our 1981 revised request. I will now discuss how the various programs of the EIA are impacted by the new budgetary thrust.

The 1982 request for Energy Applied Analysis is $8.0 million. This is $1.8 million less than the 1981 revised request. With this level of funding Energy Applied Analysis will continue to prepare forecasts and analyses to show energy production, consumption, transportation and prices under alternative scenarios for the EIA Annual Report to Congress, which, in turn, will be streamlined. We also will continue to prepare analyses at the request of Congress, the White House, and other parts of the Executive Branch, that will be relevant and timely, but we anticipate fewer such requests, in view of the general policy calling for less government intervention in the economy, and for establishing stable policies which do not require continual "fine tuning." Further, we will continue to publish quarterly short-term forecasts. Program changes include: elimination of State-level demand forecasts called for in the Emergency Energy Conservation Act; scheduling model updates, documentation, and simplification over a longer time period; and limiting the scope of long-term forecasts. In order to accomplish this analytical agenda, Energy Applied Analysis will continue to develop, maintain and update models on which these forecasts are based, and analyze the most relevant energy issues.

The 1982 request for Collection, Production and Dissemination is $38.4 million, $2.2 million less than the 1981 revised request. At this level of funding, EIA will continue to collect, assemble, interpret and disseminate accurate, timely, credible and unified data that is relevant to energy resources, energy reserves, energy production, demand, and technology. The primary thrust of this effort will be the preparation of basic data series for oil, gas, coal, and utilities at the national level.

There are no funds requested in FY 1982 for the Financial Reporting System, for the reasons mentioned earlier regarding the FRS. The program will cease with the publication of the report based on 1980 financial and operating information.

The Oil and Gas Information System will continue to collect estimates of oil and gas reserves and resources, but will drop data about individual fields. Other basic petroleum and natural gas information will continue to be provided, including support to FERC at essentially the present level. Several existing and proposed new petroleum systems will be eliminated, including the State-level Middle Distillate Monitoring System called for in the Emergency Energy Conservation Act. Energy Information Services will continue to publish and disseminate data produced by EIA programs. Basic data series on coal production, transportation and consumption and the electric utility industry will be maintained with only minor changes reducing the amount of State level electricity consumption information. Data on various emerging energy sources will be collected only when they represent a meaningful contribution to total energy supply. The recently established residential energy consumption survey will be limited to national level statistics only.

Current funding for the Energy Emergency Information Management System which provides rapid access to information to be used during emergencies will be reduced sharply. In the event of an emergency situation, priorities will be reordered to provide, in a timely fashion, needed information that is generally available through other data systems. Also support to other DOE offices, including ERA will be eliminated, and support to the Office of Conservation and Renewable Energy, and Environmental Protection, Safety and Emergency Prepardness will be reduced, consistent with their revised requirements.

The 1982 request for Data Information Services is $33.6 million, $6.7 million below the 1981 revised request. This level of funding will allow Data Information Services to provide adequate ADP computer and attendant services through maintenance of the Department's major energy ADP facility, including performance of all operational, planning and service functions associated with the facility. Services provided to other parts of DOE generally will be provided on a cost reimbursable basis. Data

Information Services will continue to design, develop and implement energy systems in support of FERC, while other DOE organizations will receive a reduced level of support consistent with reductions in their programs. Data development activities in the areas of petroleum, natural gas, coal, electric power and emerging energy sources will be initiated only if needed for an emergency situation, to support a new DOE program requirement, or to fill a critical gap in basic energy data series.

The functions of the National Energy Information System and of Information Validation will be transferred into Data Information Services. The National Energy Information System will be limited to the development and maintenance of a comprehensive classification scheme and directory of all EIA forms, systems, models, publications and data elements. This directory will enable users to organize, identify, and gain access to energy data on a wide range of energy issues.

The validation effort will be scaled down to a quality assurance level. This independent quality assessment function will continue to ensure that the EIA energy data and analysis programs provide sufficient, meaningful, and accurate information. Through the validation efforts of the past three years, the quality of EIA data has been proven and maintained with the adoption of sound quality assurance practices throughout the organization. I believe that these practices have become a standard operating procedure. It is an appropriate step, therefore, to scale down validation to an oversight function.

The development of energy data survey forms and instructions and the management of the forms clearance process will be maintained with a continued effort to reduce the respondent paperwork burden.

Again, let me assure you that this budget of $80 million provides EIA with an opportunity to reorder its priorities, and to address the perennial question; "How much information is enough?" I feel confident that a new streamlined EIA will be able to continue to provide essential information and analyses to the Congress, to policy-makers in the Executive Branch, and to the public and other users.

I will be happy to answer any questions you may have.

BIOGRAPHY OF ALBERT H. LINDEN, JR.

Since April 1979, Mr. Linden has been responsible for the day to day planning and management of DOE's central, comprehensive and unified energy data and information program. From June 1980 to the present time he is also the Acting Administrator.

Prior to that Mr. Linden had served as EIA's Assistant Administrator for Energy Data since the establishment of DOE in October 1977. He joined the Federal Energy Administration (FEA), a predecessor agency to DOE, in 1974 and served successfully as Director, Office of Data Services, Deputy Assistant Administrator for Data Services, and Acting Principal Deputy Assistant Administrator for the Office of Energy Information and Analysis.

Mr. Linden came to FEA in 1974 from the Office of Management and Budget where he was responsible for data processing ADP budget reviews, and certain Federal agency statistical budget reviews, for the past four years. His past experience includes two years as a private consultant and assistant controller with the ASSIST Corporation and numerous leadership and management assignments as a U. S. Army Officer.

Experience

June 1980 - Present	Acting Administrator, Energy Information Administration, Department of Energy Washington, D. C.
Apr 1979 - June 1980	Deputy Administrator, Energy Information Administration, Department of Energy, Washington, D. C.
Oct 1977 - Apr 1979	Assistant Administrator for Energy Data, Energy Information Administration, Department of Energy, Washington, D. C.
May 1977 - Oct 1977	Acting Principal Deputy Assistant Administrator, Federal Energy Administration Washington, D. C.
Apr 1976 - May 1977	Deputy Assistant Administrator for Data Services, Federal Energy Administration, Washington, D. C.
Mar 1974 - Apr 1976	Director, Office of Data Services, Federal Energy Administration, Washington, D. C.
Jan 1970 - Mar 1974	Chief, ADP and Information Services, Office of Management and Budget, Washington, D. C.
June 1968 - Nov 1969	Project Manager, The ASSIST Corporation, Annandale, Virginia
June 1959 - Dec 1968	Logistics Staff Officer, Army Aviator and Artillery Officer, U. S. Army
1972	Part time instructor in Graduate Statistics American University

Education

Bachelor of Science Degree, University of Illinois, 1959
Master of Business Administration, The American University, 1969

Awards

DOE Outstanding Service Medal, 1981
DOE Performance Bonus - 1980
DOE Meritorious Service Award - 1980
FEA Meritorious Service Award - 1977
FEA Certificate of Merit - 1974
Outstanding Performance, 1974-1976
Veterans Administration Commendation for Outstanding Community Activities
The Army Commendation Medal, U. S. Army
The Air Medal, U. S. Army
Distinguished Military Student, ROTC, University of Illinois
Recipient of Superior Academic Award, University of Illinois

Other

Mr. Linden is an active member of the Prince Georges County Boys Club Board of Directors and current Commander, Disabled American Veterans, Department of Maryland.

SUMMARY STATEMENT

Mr. LINDEN. Thank you very much, Mr. Chairman. In the interest of time, I would like to submit my detailed statement and just summarize for you.

Agency heads have often come before you explaining why their budgets should be increased. I'm pleased to be here today to explain how the Energy Information Administration can provide essential but fewer services and still maintain our past high standards of presenting quality data for less money than we have done in the past.

In fiscal year 1982, EIA is requesting $80 million. That is $10.7 million less than the revised request of 1981. In accordance with this new approach, EIA has provided a rescission of $13.4 million in 1981.

The budget reflects a major restructuring and refocusing of EIA's priorities. We will continue to provide information to policymakers, just as we now do. However, in accordance with the President's program for economic recovery, we will reverse, and I quote from the President's statement: "EIA will reverse the trend toward ever more detailed statistics and assessments and provide faster, more relevant analyses and eliminate duplication." Streamlining will provide timely and relevant information and at the same time decrease the reporting burden that we place on the public and upon respondents in industry.

For example, with the decontrol of crude oil and petroleum products, EIA has reviewed data collection in the petroleum area, and we have recently announced—I signed jointly with the Secretary—a reduction of 700,000 burden hours. We feel that we are providing adequate data in the petroleum sector.

Further, as a part of our continuing effort to decrease burden, we have made major proposed reductions in our data collection in certain areas. One includes the elimination of the financial reporting system, also a decreased emphasis on new energy sources, and we are limiting our consumption surveys primarily to the residential sector.

After 3 years of information validation, we now know that EIA's data is basically sound. Further, we are able to build in sound quality assurance practices throughout EIA. Thus, we will scale down our validation function to an oversight role.

To support our streamlining, the administration will be requesting legislation that will decrease duplicative collection by allowing us to assure other agencies that any information they provide to us for solely statistical purposes will be used for those purposes and not for regulatory purposes. Thus, the prime concern that has impeded us from sharing data in the past with other agencies and requiring us to collect redundant information will be eliminated.

The final part of our streamlining efforts will be to focus much of our analytical attention on anticipating major energy issues and producing timely analyses addressing these issues.

I would like to underscore that we are striving to decrease burden and cost in every possible instance while still producing proven quality products such as our weekly petroleum status report, our monthly energy review, our short term energy outlook, and our annual report.

Overall, I am confident that the streamlined EIA will continue to provide essential information and analysis to the Congress, to the executive branch, and the public.

I would be happy to answer any questions you might have, sir.

Senator McClure. Thank you very much, Mr. Linden.

CONTRACT WORK

You have indicated that the development of in-house analysis capabilities at DOE has allowed EIA's applied analysis personnel to largely phase out the use of contractors in its forecasting and analytical work. In the proposed fiscal year 1982 budget of $80 million, how much will go to contractors, and how does that compare to fiscal years 1980 and 1981?

Mr. Linden. In our overall budget in 1981, before the rescission, we had $66.9 million in contracts, which was 64 percent of the total. In our revised 1981 budget, we have $56.7 million; that is 63 percent of our budget. And in 1982, we will have $50.3 million, which will be about 63 percent of our total budget.

Senator McClure. Can you break that out as it applies to the applied analysis?

Mr. Linden. Yes, I can. Applied analysis is about $8 million of the total. The contracts are $1.3 million of that amount in 1982.

Senator McClure. And how was it in 1980 and 1981.

USE OF CONTRACTORS

Mr. Linden. I think it was similar, because most of the work we have done in the applied analysis is done in-house.

Senator McClure. You've done very little contracting?

Mr. Linden. Yes.

Senator McClure. Well, you've indicated that you're going to largely phase out the use of contractors, which would indicate that you have used contractors.

Mr. LINDEN. Well, they have been used mainly in model development in applied analysis. That contribution was $2.5 million in 1981 and $2.9 million in 1980.

Senator MCCLURE. Now does that indicate that the work they were doing does not have to be done again, or does it reflect increased capacity within EIA?

Mr. LINDEN. No; what it boils down to is that, in the past, we have been building a series of models which has required significant contracting. We think that now only minor modifications of those models will be required, rather than building up the overall capability.

Senator MCCLURE. So it is the termination of an activity rather than shifting?

Mr. LINDEN. Yes.

COLLECTION OF STATE LEVEL DATA

Senator MCCLURE. Why do you intend to stop collecting State electrical consumption data for residential, commercial, and industrial users?

Mr. LINDEN. When do we?

Senator MCCLURE. Why do you?

Mr. LINDEN. Mainly because the information in some cases is available from other sources for some of these sectors. Also in the case of consumption data, State-level data is not often meaningful because the energy markets—and I take middle distillate heating oil as an example—are not necessarily a State market phenomenon but rather regional.

Senator MCCLURE. The same is true of State electrical consumption, but though even that may be collected somewhere. Does anybody aggregate it?

Mr. LINDEN. We will still have the capability to aggregate it, much the same as we do now with coal production and much the same as we do with oil production.

Senator MCCLURE. But you intend to stop collecting it. How do you intend to aggregate it if you stop collecting it?

Mr. LINDEN. The States collect it.

Senator MCCLURE. Are you going to get that information from the States and aggregate it?

Mr. LINDEN. Yes.

Senator MCCLURE. So the only link you are going to drop is the initial information collection?

Mr. LINDEN. Yes.

Senator MCCLURE. But you will not stop the aggregation or the aggregate information area?

Mr. LINDEN. No.

ENERGY EMERGENCY MANAGEMENT INFORMATION SYSTEM

Senator MCCLURE. In a similar vein, you intend to continue "routine and timely maintenance support" for the energy emergency management information system but will conduct no analysis or special data collection activities.

First, what do you define as "routine and timely maintenance support", and second, what will be the actual impact of this reduced activity on the integrity of the energy emergency management information system?

Mr. LINDEN. Well, for the past 3 years, we have been developing a capability of getting our data assembled so we can access it rapidly, and that development work has progressed to a point where we now can maintain that system at a lot less cost than the continued development of it. So we feel we are at a stage where we can reduce the funds and still provide an adequate capability for emergencies.

An example of that is our weekly petroleum status report. We collect petroleum information and publish it weekly now, and that is an ongoing function.

Senator MCCLURE. You've indicated your not going to do that for such things as middle distillates?

Mr. LINDEN. That is correct.

Senator MCCLURE. Will you aggregate information with respect to middle distillates in any way that we could track it with respect to the emergency management requests?

Mr. LINDEN. Yes, we will be able to do that at the petroleum allocation district level.

Senator MCCLURE. At the allocation level rather than the consumption level?

Mr. LINDEN. Yes.

Senator MCCLURE. You're satisfied that will track it through well enough to be able to make whatever adjustments are necessary under whatever allocation program may then be in effect?

Mr. LINDEN. Well, we have not been very successful in the past in being able to determine what the actual consumption was at the State level. In gasoline, it is done very easily because we have a tax there, and we can go to the tax records.

Senator MCCLURE. Well, you can see what the sales are, but you can't really tell what the consumption is.

Mr. LINDEN. That's true, but you can have a pretty good proxy.

Senator MCCLURE. As I recall, John Denver put 5,000 gallons of gasoline in storage at his summer cottage in the mountains outside of Denver. I don't pick on him; that just happens to be symptomatic. There were an awful lot of people who did the same thing. I know a contractor in California that bought an abandoned gas station because he could get an allocation for the gasoline station and because there were tanks there and because he didn't want to have his contractors' trucks lining up in gas lines to get the available gasoline. He filled that; it looked like consumption. As a matter of fact, the consumption was spread over the next 3 months.

We get an awful lot of that where we look only at the aggregate information with respect to the distribution, but I don't know that that really changes the picture of retail sales or wholesale sales at the consumer level, or are they subject to the same sorts of problems?

Mr. LINDEN. Yes, they are. And we found that during the several crises that we've had, having the data at the State level doesn't really help solve the problem. It solves a lot more political problems in terms of the President or others being able to——

Senator McCLURE. Or members of the Senate.

Mr. LINDEN. You said that; I didn't. [Laughter.]

But from a factual standpoint, it gets very difficult to collect, and you can't get it in time. We're doing other things like monitoring consumption patterns in about 1,000 households every month now. They fill out a diary, and they keep track of gasoline consumption. So we can get trends both in good and bad times, and I think through analytical techniques we will be able to at least explain the phenomenon when it occurs, whereas in the past we weren't able to, because we didn't have a good base from which to judge the actions.

INFORMATION VALIDATION

Senator McCLURE. On page 160, you state that the information validation effort will be scaled down to a quality assurance level.

What do you consider a quality assurance level?

Mr. LINDEN. For the past 3 years, we have been working, going out and actually checking with individual firms that submit information and individuals that submit the data, to find out if they're filling out the forms right—what books they keep to fill this out. We feel that, based upon this 3 years of experience, we have made a number of changes in our basic data programs—we have instituted range checks, edit checks. We have learned a lot through this very intensive program and as a result we have actually put a good number of actions into effect. I would call these quality control, quality assurance items that would permit us to have a much reduced validation program. I mean, how many times do you need to go out and ask a person, "Did you fill this form out the same way every time?" We feel we have gained great knowledge in that area, and we have made substantial changes in our basic systems. Thus we feel we have a suitable program that provides good, sound data.

Senator McCLURE. You are satisfied with the acquisition system today, that the information you are getting is accurate and dependable?

Mr. LINDEN. Yes, we really are. And there has been——

Senator McCLURE. You don't need any further tools to assist you in doing that?

Mr. LINDEN. Well, we are not totally eliminating the program. We are reducing it significantly and still will do validations periodically, but rather than doing it, say, every 2 years we will phase it over 3 or 4 years and just hit some of our more basic systems.

Second, as a result of deregulation, we will be reducing substantially the number of systems that we have. Thus, we won't have as many systems to look at.

Senator McCLURE. Well, thank you very much, Mr. Linden. That concludes my questioning this afternoon.

ADDITIONAL COMMITTEE QUESTIONS

There are a number of other questions that will be submitted for the record, and if you could give us a prompt response, we would appreciate it.

[The following questions were not asked at the hearing but were submitted to the Department for response subsequent to the hearing:]

ADDITIONAL COMMITTEE QUESTIONS

EIA Policy on Charging for Information

Question: The total 1982 request for Collection, Production and Dissemination is $38.4 million, a reduction of $7.2 million from the 1981 appropriation to date. With this reduced funding level, you are proposing that several activities be streamlined while others are eliminated. Does EIA charge for any of the information it disseminates to the public and other Federal agencies? Have you ever studied the possibility of charging such fees so as to offset costs without disrupting services to the extent you propose?

Answer: EIA charges the private sector for publications and computer tapes through the Government Printing Office and the National Technical Information Service. EIA has supplied DOE clients with a level of services that has been based on the previous year's usage of the computer and programming support since FY 1979. Depending upon the nature of the work, in some cases other agencies contribute funding support for particular projects through interagency agreements. EIA has instituted a system, the Resource Accountability Report (RARS), which accounts for all contract dollars, in-house work years, and ADP computer processing by each user office for internal accounting procedures. However, EIA has not adopted a user fee system because 1) the administrative burden and cost would not be insignificant, 2) responsiveness could be negatively impacted, 3) much of the work done for others is closely intertwined with our own work, and 4) the amount of fees collected would not be large.

Annual Report to Congress Reductions

Question: Outline for the Committee, if you would please, how you plan to scale-down the Annual Report to Congress. You plan to reduce funding for the report by $300,000; how much will it now cost to publish? Is there a way, in your opinion, to further reduce spending for this document, such as printing and mailing fewer copies?

Answer: At present the Annual Report to Congress provides alternative forecasts for energy supply and demand divided in three major sections. These are the midterm (1985-1995), the long-term (2000-2020), and an international energy assessment (1985-1995). Within each of these major sections a number of alternative forecasts, or "sensitivity" analyses are performed using a variety of assumptions.

The number of alternative assumptions in the major sections of the volume will be reduced by approximately 50 percent. The other sections, however, will be extended to the year 2000. The "sensitivity" analyses that are performed through the year 2000 will be of the most relevant issues necessary for energy planning purposes by the legislative and executive branches of government and others. The reduction in the number of sensitivity analyses decreases the staff by seven. This staff reduction totals $300,000 cited in the budget document.

Explicitly identifying other costs associated with the production of the Annual Report to Congress is more difficult. The Energy Information Administration operates several analysis systems; two of these systems encompass most of our work. One of these projects results in the short-term (about one year into the future) while the other projects further into the future. These systems have component parts which can be used separately for special purpose analyses or together for a comprehensive analysis such as that which appears in the Short-Term Forecasts and the Annual Report to Congress Volume 3. The resources which are used to develop and maintain these analysis systems allow us to produce our regularly scheduled reports as well as to respond to special requests for information and to produce other one-time analyses. For this reason, it is impossible to break out the amounts budgeted for the Annual

Report to Congress or the Short-Term Integrated Forecasting System from the amount budgeted for other midterm efforts or short-term efforts. In general, in fiscal year 1981, planned costs for short-term efforts are $2,280,000. We expect this to be about the same in FY 1982. Other efforts will, therefore, drop from $8,320,000 in 1981 to $5,720,000 in 1982.

The publication and distribution of the Annual Report to Congress are being examined for all possible cost reductions. At present, the number of Annual Report to Congress volumes printed is considered adequate but not excessive; 3,600 volumes go to Members of Congress and federal energy planners and the remaining 1,400 copies are used for general public distribution.

Limiting Long-term Forecasts

Question: Similar to the Annual Report to Congress, how do you plan to limit your long-term forecast activities? What will be the practical effect of this proposed reduction? Will this reduction in any way reduce our long-range forecasting necessary for national security reasons?

Answer: The Energy Information Administration will retain the capacity to provide analyses through the year 2020, but resources devoted to the activity will be reduced to that level necessary to maintain current state-of-the-art capabilities. If it should develop that national security questions of sufficient importance arise, priorities will be re-ordered to respond.

Quick Response Time to Policymakers

Question: On page 150 of the justification, you list a range of topics to be constantly reviewed for quick response service to policymakers. Was this list put together based solely on past experiences or were other factors involved with picking the topics? What topics were left off the list? I assume responses will still be provided for questions on topics not on the list, but what kind of average turn around time would you expect such questions will require? Do you have a general policy in this regard?

Answer: The list of topics to be continuously reviewed for quick response service in the Energy Information Administration budget request neither exhausts nor precludes the inclusion of other issues or subjects for analysis. Any of the issues may be dropped if there is a shift in priorities. The topics cited on page 150 of the justification are the result of past experience and of the Energy Information Administration's present knowledge of current issues that are of immediate concern to several Members of Congress, Congressional Committee Staffs, and the Administration. The listing of all topics which could be analyzed would require many pages. A complete list of the topics covered during the last year is contained in the Energy Information Administration's Publications Directory: A User's Guide. This publication illustrates the capability of the Energy Information Administration to address a wide variety and large numbers of analytical queries.

The turn around time for answering client requests depends upon the requestor, the nature of the request, and the level of detail expected in the reply. Highest priority will be given to analysis requests made by the Congress, the President and White House policy officials, and Department of Energy policy officials with other requests filled as the Energy Information Administration's resources will allow. Energy Information Administration officials will continue to survey policymakers to ascertain and anticipate relevant energy issues requiring analyses. This ongoing survey will clarify the scope of the question and expedite analysis. Moreover, the client and the Energy Information Administration will remain in close contact with each other to assure an acceptable and timely end product.

Financial Reporting System

Question: With the proposed termination of the Financial Reporting System at the end of fiscal '81, how difficult will it be to obtain similar information from sources within and outside of government? Besides the companies themselves, who and where are these sources?

Answer: The core of the Financial Reporting System (FRS) is a form designed to collect financial and operating information on a standardized, consistent basis from energy firms having quite different functional and management structures. This information, combined with other related information, allows us to compare investment, profits, and income for separate functional lines of business within corporate entities. The segments broken out by the FRS form include foreign and domestic petroleum production, refining/marketing, coal activities, and other energy and non-energy business.

Financial information is available from other sources, particularly company annual reports and Form 10-K filed with the Security and Exchange Commission. These sources allow case studies of particular firms, but are limited in drawing a comprehensive performance profile of the energy industry as a whole because there are no general standards, other than those embodied in the FRS form, for reporting financial information at the sub-corporate level. Thus the available information represents different geographic breakdowns, segment definitions, accounting policies, and financial statement detail across firms.

Other major sources of financial information include: The Chase Manhattan Bank; the Federal Trade Commission, the Bureau of the Census, and the EIA's Oil and Gas Information System. The Chase Manhattan Bank prepares a report on the petroleum industry. Its data sources are company annual reports supplemented by data supplied directly by the energy companies. This report concentrates primarily on petroleum production, and contains nothing on raw material and refined product supply and distribution patterns. The Federal Trade Commission (FTC) line of business (LB) survey collects only skeletal income statement and balance sheet data. Also, the LB survey procedures apply only to manufacturing companies. As a consequence, LB reporting in petroleum and coal includes only companies with significant involvement in manufacturing. It should also be noted that the LB program has no reporting categories for uranium or other energy.

Two other sources produce physical data similar to some of the FRS data: the Census MA 13K program and the EIA's Oil and Gas Information System collect data on petroleum exploration and reserve development.

With the proposed termination of the FRS, we would have to rely on these sources of information; information which would be lacking would primarily be in the area of segment activities. FRS has been compiling a review of publicly available oil company information on a quarterly basis, which has confirmed certain trends established by the more comprehensive and costly FRS results, particularly at the total company level. In addition, there are private sources of information such as Compustat, which sums SEC 10K information, as well as information that is collected by major banks that can serve to fill some gaps depending on the type of information that is desired. Industry-wide analysis of financial operations in the energy industry could therefore be undertaken but not in as comprehensive a fashion as the FRS now does.

Decline in Number of Respondents

Question: On page 157, you indicate that the expected number of respondents in fiscal 1982 will decline from over 215,000 to just over 209,000. On what basis was this workload projection made?

Answer: In 1982, EIA will consolidate some systems, terminate several systems, and convert others from universal reporting, required by regulatory systems, to statistical sampling. All of these changes will produce a decrease in the number of respondents.

Public Awareness Activities

Question: Also on page 157, you anticipate ongoing EIA public awareness activities to increase from 10,030 in 1981 to 14,030 in 1982. On what basis was this projection made? How can you expect to increase public awareness activities without also increasing the number of respondents? Briefly now and then in detail for the record, please describe these so-called "public awareness activities."

Answer: The number of respondents refers to people who fill out data collection forms. Public awareness activities includes those people who use the National Energy Information Center (NEIC) and other parts of EIA to answer questions. The projected increase in public inquiries is based on past trends which have indicated a significant increase in contacts. The attached report describes the publication awareness activities during CY 1980 for the NEIC.

Support to FERC

Question: Moving to the area of Data Information Services, you state on page 160 that energy systems design, development and implementation activities in support of the Federal Energy Regulatory Commission will be continued while other DOE organizations will receive a reduced level of this support. Why has FERC been singled out above other DOE programs?

Answer: We are managing our support to others consistent with other Departmental priorities established in the President's Budget. Whereas other Departmental program elements have been reduced, the FERC continues as a high priority program. In the case of reduced levels of EIA support to other organizations (e.g., Economic Regulatory Administration), many of these programs are in fact being curtailed or discontinued by the Department and will need either no further support from EIA or reduced support consistent with their own budget adjustments.

A number of programs were initiated in 1980 and will continue in 1981 to help make the NEIC capable of providing more relevant and useful information to fulfill users' needs. Among these are:

1. National Line's Answering System

   The previous system involved both NEIC and Federal personnel manning the National Lines to receive information requests. Staff members from both groups were scheduled to answer any call that came into the center. Under the new structure, however, the National Lines are manned by NEICA staff members. These people answer short-response questions and provide referrals. Each of the Federal employees has been assigned a subject specialty and has the responsibility to research and respond to nonroutine inquiries. This approach has resulted in better service to the information user community and permits more callers to reach the NEIC because the National Lines are not tied up with lengthy research calls.

2. Increased Number of Phone Lines

There were six incoming phone lines when the National Energy Information Center was located in the M Street office. Two lines were used for publication requests and the remaining four doubled as National Lines and as private numbers for different staff members. Today however, there are eight National Lines exclusively reserved for inquiries. In addition, each subject specialist works from an individual, private telephone number, and, therefore, can handle lengthy research inquiries without interrupting traffic on the National Lines.

3. Federal Energy Data Index (FEDEX) Training for NEIC Staff

The Federal Energy Data Index is a bibliographic data base that contains timely abstracts of all EIA publications at the document, table, and graph levels. NEIC inquiry staff received intensive training on how to use the data base in the fall of 1980 and now uses FEDEX regularly as a research tool. They are finding that FEDEX is an invaluable asset.

4. NEIC Subject Specialist Training

NEIC's subject specialists were encouraged to take specialized training, attend energy seminars and conferences, and to arrange visits to energy industry facilities to enhance their knowledge and experience in their particular specialty area. In addition, NEIC invited several people from DOE program offices to make presentations to the staff on a variety of energy topics. This training has enabled the specialists to deal more effectively with the increasing number of complex questions coming into the center.

5. NEIC Desk Books

The National Line staff is frequently receiving eight different questions at any given point in time, tying up our full phone bank. Consequently, it is necessary to have answers readily available. With this in mind, the NEIC developed a desk book which brings together the most often used materials. The three-ring binder contains helpful phone numbers, publication information, and answers to some typical questions frequently repeated. The desk book allows the staff to have the proper information at hand and prevents needless searches for reoccurring questions.

6. Microfiche and FEDEX Facilities in Public Reading Room

A complete set of all EIA publications on microfiche and a microfiche reader/printer were added to the Public Reading Room. NEIC also provided a computer terminal to facilitate public access to FEDEX. Searches are conducted for visitors by trained staff members.

7. Western Energy Information Office

NEIC opened an affiliate office in Alberquerque, New Mexico, in order to make services available to those people living and working in the Mountain and Pacific time zones. In addition, the National Energy Information Center Affliate assists the Washington office by receiving transfer calls and questions during peak hours.

8. "Energy Data Contacts Finder" Developed

In 1980, the NEIC developed the "Energy Data Contacts Finder," a four-page publication which lists EIA personnel according to their area of specialization with a phone number for each specialist. It was designed for quick identification of energy information sources. Patterned after similar staff listings published by other statistical agencies, such as the Bureau of Census, the "Contacts Finder" is intended to significantly improve public access.

9. Energy Information Referral Directory

The Referral Directory was first published in 1979 for in-house use only. Its purpose was, and still is, to identify energy information contacts. Due to the public's increased demand for energy information of this nature, the document was made available in 1980 on a subscription basis through the Government Printing Office, and is updated quarterly.

SUBCOMMITTEE RECESS

Senator McClure. Thank you for your patience, waiting through a long afternoon for your turn.

The subcommittee will stand in recess until 9 a.m., Thursday, April 30, when we will receive testimony from the National Park Service.

[Whereupon, at 4:40 p.m., Wednesday, April 29, the subcommittee was recessed, to reconvene at 9 a.m. Thursday, April 30.]

DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS FOR FISCAL YEAR 1982

THURSDAY, APRIL 30, 1981

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met at 9:10 a.m., in room 1114, Everett McKinley Dirksen Senate Office Building, Hon. James A. McClure (chairman) presiding.

Present: Senators McClure and Bumpers.

DEPARTMENT OF THE INTERIOR

NATIONAL PARK SERVICE

STATEMENT OF RUSSELL DICKENSON, DIRECTOR, NATIONAL PARK SERVICE

ACCOMPANIED BY:
- IRA J. HUTCHISON, DEPUTY DIRECTOR
- NANCY C. GARRETT, ASSOCIATE DIRECTOR
- WILLIAM D. BETTENBERG, DIRECTOR OF BUDGET, OFFICE OF THE SECRETARY
- BRUCE SHAEFFER, DEPUTY CHIEF, BUDGET DIVISION

PREPARED STATEMENT

Senator McCLURE. The meeting will come to order.

Good morning. This is the time scheduled to review the 1982 budget request of the National Park Service. Including the programs and funds transferred from the Heritage Conservation and Recreation Service, the 1982 amended budget totals $705 million, an increase of $210.5 million or 43 percent over 1981 appropriations to date. This includes a request of $105 million for a new park restoration and improvement fund and $45 million for the Federal side of the Land and Water Conservation Fund.

The Park Service also has pending before this subcommittee a 1981 pay supplemental of $9.4 million, and a program supplemental of $4.2 million.

Good to see you again, Mr. Dickenson. After you introduce your colleagues for us, you may proceed to highlight your statement as you see fit. Of course, your entire statement will be printed in the record.

Mr. DICKENSON. Thank you, Mr. Chairman. I am accompanied this morning by Mr. Bruce Shaeffer, who is the Acting Budget Officer for the National Park Service, on my left. Nancy Garrett, who is the Associate Director for Administration. Ira Hutchison, who is the Deputy Director of the National Park Service, on my right. And Mr. Bill Bettenberg, who is the Departmental Budget Officer.

I would submit the statement for the record and just highlight some of the issues for your information, Mr. Chairman.

[The statement follows:]

STATEMENT OF RUSSELL E. DICKENSON

I appreciate the opportunity to appear before this subcommittee to discuss the fiscal 1982 budget request for the National Park Service.

Before discussing the details of the Service's budget request, I would like to give a brief overview of the National Park System. As you know, Mr. Chairman, the past few years have been a period of unprecedented growth for the National Park System. The recent addition of 10 new areas in Alaska together with additions to established Alaska parks more than doubled the number of acres of land under Park Service management. The natural, historic, and archeological resources in the System are unique and they include our highest mountains and most inspiring scenery, homes of former Presidents and other irreplaceable examples of our national and natural heritage. Since 1872, when Congress established Yellowstone as the nation's first national park, the System has grown to include 327 areas encompassing more than 72 million acres. During calendar year 1980, the number of park visitors totaled 220 million, a 3.4 percent increase over 1979.

We have an outstanding Park System; admired and used as a model by many nations, yet, today this same National Park System is in trouble. There are a number of reasons for the problems the System is faced with, but principal among them, I think, are the following:

1. The continual expansion of the System over the past 20 years has gradually directed funds away from established parks to the new and developing areas. During this period, 145 units have been added to the System.

2. The competition for resources within the much enlarged System is keen, but it is most pronounced in the case of recently added urban parks versus other types of areas. While visitation to these areas is relatively high, so too is the cost of operating them.

3. Federal and State standards for air and water quality, health and safety, access by the handicapped, and energy conservation have placed additional demands on our budgetary resources.

4. The physical plant in many of the older popular park areas is deteriorating. Visitor facilities (lodging, visitor centers, roads, bridges, and campgrounds) in a number of these old-line parks were built 40 or more years ago and have reached the point where patching and minor repairs no longer will suffice to maintain them at an acceptable standard. Many do not meet current fire, health and safety codes.

5. Heightened recognition and concern over the complex environmental changes taking place in and around the parks require the allocation of additional resources for science and technology programs which leaves fewer resources available for operational and capital investment needs.

6. Finally, there is inflation--the higher cost of doing business that affects every park and every aspect of our operation, to the point where services and facilities at some parks have had to be reduced or closed in recent years. My concern here, of course, is that the curtailment of services may adversely affect the kind of experience the visitor has--perhaps a once-in-a lifetime opportunity--and may lessen our ability to protect visitors and park resources. The public has every reason to expect a clean, safe and well-maintained park environment open at reasonable hours. The increasing cost of personnel, utilities, gasoline, supplies and materials, and contractual services is making it difficult, if not impossible, for us to meet those expectations.

Our mission, Mr. Chairman, has remained constant over the years in managing nationally significant areas for the benefit and use of present and future generations, and our visitor use policies are designed to encourage the public use of these resources in a manner compatible with their irreplaceable character and value. Our goal has been and will continue to be the long-term protection and perpetuation of each park's natural, historic and recreational resources and values through appropriate research, planning and management, while assuring a quality park experience for the visitor.

As I previously indicated, in the last 20 years the Service has experienced major increases in its responsibilities. In total acreage the size of the System has doubled. Visitation has almost quadrupled creating problems of congestion and overuse in several parks such as Yellowstone, Yosemite, and Grand Canyon. During this era of fiscal constraints, the Park Service has been faced with constantly growing pressures on its limited funding and staffing levels. Nevertheless, we have worked hard to maintain the standards of excellence for which the Service is known. The additional positions and funds this subcommittee approved for fiscal 1981 have enabled us to improve maintenance programs, to expand our research and monitoring of air and water quality, wildlife, and other park resources and to initiate at least minimum level operations in the new Alaskan parks. In addition, we have taken steps to correct the most serious health and safety related problems in many of our popular, older parks. These important activities will continue to be of high priority for fiscal 1982.

The National Park Service, like many Federal agencies, is faced with the challenge of adapting its programs and activities to the mandate that the new Administration received last November. We fully support the President's goal to reduce inflation and spur economic growth. Reduced Federal spending is a necessary part of such an effort and, to this end, we have reduced several programs in our original fiscal 1982 request including:

- $4.2 million to retrofit buildings in park areas in order to decrease energy consumption. This effort will be deferred.
- $4.0 million in the amount of increase requested for new Alaskan parks. This will slow proposed staffing and development of the new Alaska parks, but we expect to progress in overseeing and managing these areas.
- $1.5 million in estimated travel costs.
- $1.5 million for the preparation of general management plans and new areas studies. General management planning will continue at a reduced level in fiscal 1982. New areas studies are being eliminated.
- $.3 million for operating costs for the National Visitor Center resulting from its recent closing.

Beyond these specific reductions, Mr. Chairman, we in the National Park Service look forward to a period of consolidation and improvement. Under the new Administration we will concentrate our efforts toward doing a better job of managing and maintaining the park areas that are currently in the System. Secretary Watt has stated on several occasions that the Government must manage appropriately the lands it has before it seeks to acquire more. This policy suggests three major trends for Park Service programs for the near future. These are:

1. A moratorium on adding new areas to the System.
I have stressed the problems associated with the rapid growth we have experienced over the past 2 decades. We need to consolidate these efforts by systematically developing the newer units of the System after we have taken the necessary steps to restore and improve older park units. In order to accomplish this we must give greater emphasis to management of our current park areas rather than to the expansion of the System. This policy will ultimately strengthen the System as a whole, enabling the allocation of program resources where the need is greatest.

2. Concern with the integrity of park resources.
   Last year we reported to this subcommittee the results of a survey of our Park Managers designed to elicit their views on the nature and source of serious threats to park resources. For example, exotic animal species are destroying unique vegetation at Haleakala, Great Smoky Mountains, Olympic, and Channel Islands National Parks, cactus collectors are poaching large quantities of plants at Organ Pipe Cactus National Monument, and the water quality of the Chattahoochee River is seriously impacted by raw sewage and chemical runoff from adjacent land. The more we discover about these problems, however, the more we realize that solutions will not come easily. A necessary first step is to overcome the lack of good information we have about the source of many of these problems, and what, if anything, can be done to solve them.

3. Increased attention to improving services and facilities in the popular older parks.
   In recent years sufficient resources have not been available to both develop and staff newer park areas and reduce the backlog of maintenance and rehabilitation work in our older parks. Rising costs, particularly for energy, have also contributed to this funding shortfall. The end result has been a reduction in important visitor services, inadequate upkeep of visitor use facilities, and the unchecked deterioration of park physical plant, all of which contribute to an inevitable decline in the quality of the park experience for millions of visitors.

   We are committed to reversing this decline, Mr. Chairman, but we will be unable to accomplish this without additional resources. To this end, the Administration is proposing to use monies from the Land and Water Conservation Fund to restore and improve our existing park areas. Under this proposal, expenditures for land acquisition will be minimized for the next few years. The Land and Water Conservation Fund could thus be used to meet the immediate needs of existing parks.

Turning to our fiscal 1982 budget request, Mr. Chairman, I would like to highlight a few points for the Members of the subcommittee. The Service is requesting $497.4 million to operate the National Park System during fiscal 1982. This amount includes $13.1 million transferred from the Heritage Conservation and Recreation Service for salaries and expenses and the administration of prior year Historic Preservation Fund and Urban Park and Recreation Fund grants.

The budget request places a high priority on increases in operating funds to offset inflation. It provides a net increase of $15.1 million for park management primarily to improve the cyclic maintenance and rehabilitation of park facilities and to restore funding for visitor orientation, protection and patrol, and routine maintenance activities curtailed in recent years due to the impact of rising costs. This increase also includes additional funds to initiate or augment operations in the new Alaska parks and several other units recently added to the System and to improve our ability to identify and alleviate threats to park resources.

The increase for park operations by purpose is as follows:

1. New park areas ($5.6 million) - To initiate or augment programs in newer park areas including $4.0 million for the new Alaskan parks.

2. Resources Management ($7.4 million) - To improve the Service's natural resources management capabilities, augment regional science programs, increase air quality monitoring, continue "acid rain" research, and initiate resource management programs in several parks.

3. Cyclic maintenance and repair and rehabilitation ($7.5 million) - To augment regional cyclic maintenance, repair and rehabilitation programs in order to improve preventive maintenance activities and continue to correct health, safety and other deficiencies in visitor use facilities.

4. Restore programs curtailed due to inflation ($10.9 million) - To restore programs curtailed due to the adverse effects of inflation on park operating budgets particularly for park management, visitor protection and safety, routine maintenance activities, and the protection and preservation of cultural resources.

These increases will be funded in part by redirecting $16.3 million used in fiscal 1981 for nonrecurring needs.

For the "Construction" appropriation we are requesting $61.6 million, an increase of $18.2 million over the amount appropriated for fiscal 1981. The request provides $15.9 million for water and sewer projects, $11.5 million to continue construction of the Natchez Trace Parkway, and $20.0 million for health and safety related projects, of which $7.6 million is for the rehabilitation of purchased concessioner facilities at Yellowstone National Park.

As a result of the transfer of the Heritage Conservation and Recreation Service, our budget also includes a request of $45.0 million from the Land and Water Conservation Fund to administer prior-year State grants-in-aid and to provide for emergency Federal land acquisitions, land exchanges, and related administrative support. We are also requesting $4.7 million from the Historic Preservation Fund to provide a grant to the National Trust for Historic Preservation. These reduced amounts reflects proposals of the new Administration for a moratorium on Federal land purchases and several State grant programs.

Finally, Mr. Chairman, we are requesting a substantial increase of $105.0 million to help restore and improve the popular established parks such as Yellowstone, Grand Canyon, Yosemite, and others. This proposed effort would be funded through a new appropriation from an amended Land and Water Conservation Fund to be used to correct health and safety related deficiencies in visitor and staff facilities, and to begin reducing the backlog of major maintenance and rehabilitation work that has built up in recent years. The necessary legislative authority to use Land and Water Conservation Fund monies for this purpose is being requested. This new appropriation will give this Service an extraordinary opportunity to bring our heavily used established parks back to an acceptable standard and to provide visitors with safe, clean, and well-maintained facilities to use and enjoy.

Because this request represents a new initiative for fiscal 1982, I would like to briefly describe the major activities we are proposing to fund.

1. Correct Health and Safety Problems ($18.0 million) - Last year, the Congress provided an additional $16.3 million above amounts requested by the Service to begin redressing deficiencies in Service owned facilities that presented a threat to the health and safety of park visitors and staff. This one-time increase was in response to an October 1980 investigative study by the GAO which indicated that the cost of bringing both Service and concession owned facilities to an acceptable standard might be as high as $1.6 billion. We propose to continue funding high priority health and safety related projects under the Park Restoration and Improvement program.

2. Augment the Cyclic Maintenance, and Repair and Rehabilitation Program ($29.0 million) - The Service faces a considerable backlog of cyclic maintenance and minor rehabilitative work in established park areas. The budget request for the "Operation of the National Park System" appropriation includes an increase of $5.8 million to help meet annual requirements. Even with this increase, however, we estimate that $41.4 million in project needs would remain unfunded in fiscal 1982. To help reduce this back-

log we are requesting an additional $29.0 million. Our objective here is twofold: to catch up on cyclic activities such as painting, reshingling and road chip and seal which have not been done often enough in recent years; and, to rehabilitate deteriorating buildings, roads, trails, comfort stations and all other visitor use and support facilities--to the point where cyclic maintenance will be adequate. To the extent that we can improve our efforts in this area, we can reduce our need for major rehabilitative construction or reconstruction in the future.

3. Cultural Resources Preservation ($10.0 million) - The Service is responsible for the protection, preservation, and maintenance of the historic sites, structures, and objects of the National Park System. In many parks these cultural resources are the prime visitor attraction. As the System has grown rapidly in recent years, so,too, have our responsibilities for cultural resources preservation--nearly 70,000 culturally significant properties and 10 million objects have been inventoried. Yet funding levels for this program have remained constant since fiscal 1979. We are requesting an increase of $10.0 million to address two areas of critical need: $5.0 million to augment cyclic maintenance activities and $5.0 million to fund high priority preservation projects. Cyclic maintenance involves such activities as routine brick repointing, repainting, roof repairs, preservation treatment of museum objects, and weather proofing. The addition of many new parks of historical or cultural significance has added greatly to this workload. Preservation project work is designed to stabilize and protect deteriorating historic structures or objects to the point where cyclic maintenance will be sufficient to preserve them. Much of this work can be done by contract or day labor under the supervision of Park Service Preservation Specialists. We currently have a base of $2.1 million for preservation projects in the "Operation of the National Park System" appropriation. The requested increase will permit us to undertake a number of high priority projects which cannot be funded within this base.

4. Capital Improvements ($48.0 million) - Finally, Mr. Chairman, we are requesting $48.0 million as part of the Park Restoration and Improvement program to fund 24 construction projects in 20 park areas. These projects include health and safety related needs, major preservation of historic structures, and large scale rehabilitation of visitor facilities. They are distinguished from the other project categories primarily by their scope, cost, design, and planning requirements. Most of the proposed projects were drawn from the Service's 5-year construction program.

In conclusion, Mr. Chairman, I believe we are entering a period during which the National Park Service must consolidate gains and grow in management skill and expertise rather than in the number of parks or acres of land. We need to direct our resources toward returning the older units in the System to a standard which matches public expectations. This period of fiscal constraints means that the National Park Service must meet priority needs first. We must distinguish between what is convenient or merely desirable, and what is essential. I find no better statement of our essential mission than the words of the 1916 act, which set forth the fundamental purpose of parks, that we must leave them unimpaired for the enjoyment of this and future generations. Our efforts, therefore, will be directed at protecting the natural and cultural resources within the parks, while fully ensuring and facilitating public access and enjoyment.

GROWTH OF THE NATIONAL PARK SERVICE

Mr. DICKENSON. During the past few years it has been a period of unprecedented growth for the national park system. The recent addition of 10 new areas in Alaska, together with additions to established Alaska areas, more than doubled the number of acres of land the Park Service manages.

The system has grown to 327 areas, encompassing more than 72 million acres, as I said. During the calendar year 1980, the number of park visitors totaled 220 million, a 3.4-percent increase over 1979. We have an outstanding park system in the United States, Mr. Chairman. It has been used as a model for much of the rest of the world. But today it is in difficulty and there are a number of reasons, I think, for the problems that the system is faced with. But principal among them, I think, is the continual expansion of the system over the past 20 years has gradually directed funds away from established parks to the new and developing areas.

During this particular period I note that 145 units have been added to the system. The competition for resources within this much enlarged system is keen. But it is most pronounced in the case of recently added urban parks versus other types of areas. While visitation to these areas is relatively high, so too is the cost of operating them.

Then we have Federal and State standards for air and water quality, health and safety, access to the handicapped, and energy conservation. All of the special requirements have placed additional budgetary demands upon us.

The physical plant in many of the older popular park areas is deteriorating. Visitor facilities represented by lodging, visitor centers, and roads and bridges in a number of the old-line areas were built 40 years or more ago. There was a period of building which occurred during the 1930's, during the CCC period. Many of those have reached a point where they are no longer economically viable and minor repairs simply will not keep them at an acceptable standard.

Most importantly, many do not meet current fire, health, and safety codes.

Then there is heightened recognition and concern over the complex environmental changes taking place in and around parks which requires additional resources in terms of science research and technology.

INFLATION

Finally, there is inflation. The higher cost of doing business affects every park and every aspect of our operation to the point where services and facilities at some parks have had to be reduced or closed in recent years.

My concern here, of course, is that the curtailment of services may adversely affect the kind of experience that the visitor has. Sometimes this is a once in a lifetime opportunity. It may lessen our ability to protect visitors, to protect park resources.

The public has every reason to expect a clean, safe, well-maintained park environment opened at reasonable hours, and the increasing cost of personnel, utilities, gasoline, supplies, materials, contractual services make it difficult, if not impossible.

As an aside, Mr. Chairman, I would like to digress to simply point out an interesting statistic or situation. Since 1978, 39 new areas have been added to the system. And during the 4-year period ensuing since 1978, the total amount of funds which have been expended by the National Park Service on those newly authorized areas is $50 million just for operations alone.

If you total up the other kinds of expenditures which include land acquisition and the other kinds of auxiliary expenses, it totals $117 million. But I hasten to point out that that does not include, for example, the amount for redwood, which includes $300 million alone.

So if we totaled up a reasonable figure for all the new areas authorized since 1978 and what has been spent on that, it approximates half a billion dollars.

In the last 20 years the Service has experienced major increases in its responsibilities. Visitations quadrupled. That has created problems, certainly, of congestion and overuse in several parks. I mention specifically Yellowstone, Yosemite, and the Grand Canyon. Nevertheless we have worked very, very hard, Mr. Chairman, to maintain the standards of excellence for which the Service is known. But we have had to do that through a major readjustment, and in some cases a shrinkage of the kind of service which we offer to visitors.

PRESIDENT'S GOAL SUPPORTED

National Park Service, like every other Federal agency, is faced with a challenge of adapting its programs and activities to the mandate that the new administration received last November. We fully support the President's goal to reduce inflation and spur economic growth.

Reduced Federal spending is a necessary part of such an effort, and to this end we have reduced several programs from our original fiscal 1982 request, including $4.2 million to retrofit buildings in order to decrease energy consumption, $4 million in the amount of increase requested for the new Alaskan parks, $1.5 million in estimated travel cost, $1.5 million for the preparation of general management plans and new area studies, and $0.3 million for operating cost for the National Visitor Center, that resulted from its recent closing.

Beyond these specific reductions, Mr. Chairman, we look forward very much in the Service to a period of consolidation and improvement. Under the new administration we will be concentrating our efforts toward doing a better job of managing and maintaining the park areas that are currently in the system.

Secretary Watt has stated on several occasions that the Government must manage appropriately the land it has before it seeks to acquire more. This suggests three major trends for National Park Service programs for the near future.

One, a moratorium on adding new areas to the system. I have already indicated the kind of stress and the kind of growth patterns that have affected our ability to operate most effectively and most efficiently. We need to consolidate these efforts by systematically developing the newer units of the system after we have taken the necessary steps to restore and improve older park units.

In order to accomplish this we must give great emphasis to management of our current park areas rather than expansion of the system.

Two, a concern with the integrity of park resources. Certainly the changes that are occurring in and about national parks today are dramatic. I would highlight simply one of those for you in terms of the kind of pressures that are being received by Organ Pipe Cactus National Monument, in which we don't have sufficient personnel to stop the vandalism and theft of various scarce cacti in that area.

MORE ATTENTION TO OLDER PARKS

Three, increased attention to improving services and facilities in the popular older parks. In recent years sufficient resources have not been available to both develop and staff the newer park areas and reduce the backlog of maintenance and rehabilitation work in our older parks. And the rising costs, particularly for energy and other kinds of supplies and materials, and the cost of personnel services have all contributed to a diminishing amount of services available to the public.

We are committed to reverse this, Mr. Chairman, but we will be unable to accomplish this without additional resources. To this end the administration is proposing to use moneys from the Land and Water Conservation Fund to restore and improve our existing park areas.

Under this proposal expenditures for land acquisition will be minimized for the next few years. And the Land and Water Conservation Fund could thus be used to meet the immediate needs of existing parks.

If I could turn to our fiscal 1982 budget request for a moment, I would like to say that we are requesting $497.4 million to operate the national park system during fiscal 1982. This amount includes $13.1 million transferred from the Heritage Conservation and Recreation Service for salaries and expenses and the administration of prior-year historic preservation fund and urban park and recreation fund grants.

The budget request places a high priority on increases in operating funds to offset inflation. It provides a net increase of $15.1 million for park management primarily to improve the cyclic maintenance and rehabilitation of park facilities and restore funding for visitor orientation, protection, patrol, and routine maintenance activities curtailed in recent years.

Now this increase also includes additional funds to initiate operations in the new Alaskan parks. So to summarize, the increase of the park operation by purpose is as follows: new park areas, $5.6 million, primarily to initiate programs and operations in the new park areas of Alaska.

Two, resources management, $7.4 million, which is to improve the Service's natural resources management capability, to increase our ability to monitor the kinds of changes that are occurring in and about park areas.

Three, cyclic maintenance and repair and rehabilitation, $7.5 million. This is to augment regional cyclic maintenance, repair, and rehabilitation programs in order to improve preventive maintenance activities and continue to correct health, safety, and other deficiencies in visitor-use facilities.

And, four, $10.9 million, to restore programs curtailed due to the adverse effects of inflation on park operating budgets. This is primarily for park management, visitor protection and safety and protection, and preservation of cultural resources. These increases will be funded in part by redirecting $16.3 million used in fiscal 1981 for nonrecurring needs which was added by this committee last year, Mr. Chairman.

CONSTRUCTION

For the construction appropriation, we are requesting $61.6 million. That is an increase of $18.2 million over the amount appropriated for fiscal 1981. And the request provides for $15.9 million for water and sewer projects, $11.5 million to continue construction of the Natchez Trace Parkway, $20 million for health- and safety-related projects of which $7.6 million is for the rehabilitation of purchased concessions facility at Yellowstone National Park.

Finally, Mr. Chairman, we are requesting a substantial increase of $105 million to help restore and improve the popular established parks such as Yellowstone, Grand Canyon, Yosemite, and others. This new appropriation will give the Service an extraordinary opportunity to bring our heavily used established parks back to an acceptable standard and to provide visitors with safe, clean, and well-maintained facilities to use and enjoy.

Because this is a major new initiative for 1982, I would like to just briefly describe the major activities that we are proposing to fund. One is to correct health and safety problems, $18 million. That will be speaking largely to the October 1980 General Accounting Office report, which was a survey of an assessment of needs in national parks. The backlog which was identified is astounding in size, but at least what we are attempting to do with the $18 million proposal is to get a start on reducing that.

Two is to augment the cyclic maintenance and repair and rehabilitation program. This is one of the most successful of the recent programs that we have inaugurated in the National Park Service. And it builds upon the concept of preventive maintenance. The kinds of backlog that have crept in over the past 10 to 15 years again almost defies belief. But we are beginning to whittle away at it and hope to use that $29 million to make major strides in that regard.

Cultural resources preservation, $10 million. In many areas of the system, Mr. Chairman, the historical resources are the prime attraction. Two-thirds of the areas of the national park system are historical in character. There is a large, unmet backlog of needs within the historic preservation category.

INCREASE IN HISTORIC PROPERTIES

As the system has grown rapidly in recent years, we have accumulated nearly 70,000 culturally significant properties and about 10 million objects, which range all the way from papers to historic furnishings and an endless variety of artifacts are involved in that. Yet the funding levels for this program have remained constant since fiscal 1979, so we are requesting an increase of $10 million, which is broken down into two parts: $5 million to augment cyclic maintenance activities related to historic properties; and the high-priority preservation projects, another $5 million, for a total of $10 million.

Cyclic maintenance on historic properties involves routine brick repointing, repainting, roof repairs, preservation treatment, and weatherproofing. But when we talk about preservation project work for which we are asking $5 million, we are talking about specific areas and specific buildings, specific projects. That is where we need to try to bring those to a state where cyclic maintenance can then take over and preventive maintenance will do the job thereafter.

Finally, capital improvements, $48 million. And we're zeroing in on the life, health, and safety projects identified by the General Accounting Office and subsequent investigation. Again, we hope to make a major strike forward in that regard.

In conclusion, Mr. Chairman, I believe we are entering a period during which the National Park Service must consolidate and grow in management skill and expertise rather than in the number of parks or acres of land. We need to direct our resources toward returning the older units of the system to a standard which matches public expectations.

PRIORITY NEEDS COME FIRST

This period of dismal constraints means that the National Park Service must meet priority needs first. We must distinguish between what is convenient or merely desirable and what is essential.

The 1916 Act establishing the National Park Service stated that one of the fundamental purposes of parks was public use. Another was the protection and passing along of these areas for the enjoyment of future generations. This I submit, Mr. Chairman, is the essence of stewardship, and that is what we are trying to represent in this budget presentation. That concludes my statement.

Senator McClure. Thank you, Mr. Dickenson. You have identified two driving forces that require the request for higher appropriations resulting from higher cost in the National Park Service. One is that you have got more facilities to take care of and more people using them, and second, a lack of routine maintenance and repair over the last several years. That is not only the physical plant, but that is the natural conditions in the parks, is that not correct?

Mr. Dickenson. That's correct.

Senator McClure. In addition to the $25 million increase that you have requested for the operation of the national park system, you're requesting $105 million for restoration and improvement of park facilities. I want to go into that just a little bit, although I think I understand the general rationale.

I would like to review in a little more detail the background of that request. I would like to look, for example, to some of the selected trends and see if they support the general view of the park system as you present it.

The focus of the $105 million is on facilities. Does the National Park Service have a current inventory of facilities in all of its parks?

Mr. DICKENSON. We essentially have a survey of up-to-date needs and requirements, Mr. Chairman. Some of those are currently in process, I must say.

Senator MCCLURE. I'm not talking about what it is you need. I'm talking about what it is you have. Do you have an inventory of the buildings?

Mr. DICKENSON. Yes, sir.

Senator MCCLURE. And other facilities that you have in all of the parks?

Mr. DICKENSON. The physical assets of the park have been inventoried, yes, sir.

Senator MCCLURE. How much square footage does the Park Service now own, do you have a total figure?

Mr. DICKENSON. I don't have that available, but I can furnish that for the record, Mr. Chairman.

Senator MCCLURE. Would you do so, please?

Mr. DICKENSON. Yes, sir.

[The information follows:]

SQUARE FOOTAGE OF NATIONAL PARK SERVICE BUILDINGS

There are 10,400 buildings in the national park system. The estimated square footage totals 23.5 million.

SQUARE FOOTAGE EXPENDITURE

Senator MCCLURE. I'm sure you have done some trend analysis of expenditures per square foot over the past 10 years or so to support the need for the additional $105 million. What does that trend analysis show about expenditures per square foot?

Mr. DICKENSON. Again, we will have to indicate for the record. But certainly many of the newer additions to the system involve historical properties, Mr. Chairman, for which the requirements were rather large in terms of maintenance and upkeep.

Senator MCCLURE. Sometimes they have been acquired in rather bad condition.

Mr. DICKENSON. We inherit them sometimes in very, very bad condition.

Senator MCCLURE. And there was a lot of rehabilitation work required on some of those historical properties.

Mr. DICKENSON. That's right. That particular feature itself would distort any kind of square footage analysis. But if you would spread it over the system as a whole, and identify the difference between historical properties, administrative properties, and other types of categories within the system, I think we can come up with something meaningful.

[The information follows:]

BUILDINGS SQUARE FOOT EXPENDITURES

In 1978, an inventory of National Park Service buildings reflected 23.5 million square feet of space. Prior to 1978 only data on the number of buildings were maintained. Approximately $39 million will be expended on all types of building maintenance in fiscal 1981. The national park system has grown immensely over the past 10 years. Buildings and other facilities inventory has increased as new park areas have been added to the system. Many of these new buidings, in particular historic properties, were in very poor condition when we inherited them. They require a great amount of rehabilitation and maintenance, thereby distorting the maintenance costs.

RATIO OF MAINTENANCE EXPENSE

Senator MCCLURE. Can you tell me what the current ratio of maintenance expense to book value for the Service as a whole may be? Do you have a current book value of Park Service facilities?

Mr. DICKENSON. Not available at the table this morning, Mr. Chairman.

Senator MCCLURE. Could you provide that, please?

Mr. DICKENSON. Yes, sir.

[The information follows:]

BOOK VALUE OF NATIONAL PARK SERVICE FACILITIES

Current book value of National Park Service facilities is estimated at $1.2 billion.

BOOK MAINTENANCE

Senator MCCLURE. And the current ratio of maintenance expenses to book value.

Mr. DICKENSON. Yes, sir.

Senator MCCLURE. If you could provide it for the record, as to whether in the last 5 or 10 years, the trend is up or down in that ratio between maintenance expenses and book value of assets, I would appreciate it.

Mr. DICKENSON. Yes, sir, we will provide that for the record, Mr. Chairman.

[The information follows:]

RATIO OF MAINTENANCE EXPENSE TO BOOK VALUE

Maintenance expense to book value of National Park Service facilities is as follows:

	Fiscal 1971	Fiscal 1980
Book value	$1,000,000,000	$1,200,000,000
Maintenance cost	50,500,000	159,200,000

The above comparison requires some qualification in that many of the facilities were picked up in the Service's inventory at minimal value when lands and structures were transferred to the National Park Service from States or local governments. At present the Service does not have a mechanized real property system. While we are in the process of mechanizing the system, all records are now manually inputted. Accordingly, true book value is questionable. The above figures for maintenance costs do not reflect increases due to inflation.

MAINTENANCE SCHEDULE FOR MAJOR FACILITIES

Senator McClure. What maintenance schedule do you have for major facilities or for some of the older facilities now in need of rehabilitation? Do you have a routine maintenance schedule?

Mr. Dickenson. Yes, sir, our cyclic maintenance schedule envisions inclusion of most of the major physical features. This would include buildings, roads, visitor centers, quarters, in terms of replacement of roof or painting of exterior surfaces.

Senator McClure. That is the cyclic maintenance and repair that you referred to?

Mr. Dickenson. Yes, sir.

Senator McClure. I'm talking about regular preventive maintenance, aside from this, what may or may not be a one-shot $29 million you have identified.

Mr. Dickenson. I understand, sir. The kind of routine maintenance we will be talking about is the cleaning of comfort stations, cleaning of campgrounds.

Senator McClure. Well, I assume that——

Mr. Dickenson. Trail maintenance, for example.

Senator McClure. The Park Service has existed for many years, and you have had facilities for many years. Anyone who owns facilities knows that they require preventive maintenance on a regular basis. I assume you have a schedule of such preventive maintenance need?

Mr. Dickenson. That's correct.

Senator McClure. A regular maintenance schedule. Do you have a schedule of need for preventive maintenance for routine rather than special need?

Mr. Dickenson. I was trying to indicate that most of the facilities we have, the assets that we have now, have been placed or are being placed on the cyclic maintenance schedule, except for some of those that do not lend themselves to that.

Senator McClure. Is cyclic maintenance and repair to be a permanent feature?

Mr. Dickenson. Yes, sir. It's a part of our regular budget.

Senator McClure. It will be a part of the regular budget? It is not a catchup except in the sense that you have not done enough in the past?

Mr. Dickenson. We have identified it within the $105 million simply because of the extraordinary backlog of cyclic maintenance needs and requirements.

Senator McClure. You would have two categories, then, I assume of maintenance? Regular maintenance, which is annual, and cyclic maintenance, which is periodical, but nevertheless is regular and routine and preventive in its character?

Mr. Dickenson. That's right, sir, and we have a schedule set for all of those, every park. Every park has that, yes, sir. At the operating level.

Senator McClure. I am trying to determine for the record how this $105 million request fits into the overall National Park Service cyclical and preventive maintenance program. As I understand it, the original justification for the $105 million was that it was a rather emergency request to catch up. Now you would indicate that at least a portion of it is going to be a permanent feature.

Mr. DICKENSON. Well, let me put it in this way. The identification of the $105 million represents the kind of unmet needs, high priority but insufficient to be considered in the kinds of ceilings that we had to operate under the regular 1982 fiscal year budget.

If my memory serves me correctly, the kind of unmet cyclic maintenance needs currently submitted by all of our field areas totals about $42 or $43 million. That is to put facilities on the kind of cyclic preventive maintenance basis that we are really talking about. Now that couldn't be dealt within our regular budget structure. That is the reason why we isolated these unmet needs and put them in the $105 million.

Senator MCCLURE. I am having a little trouble separating out what of this is emergency or additional and what of it is routine.

Mr. DICKENSON. Yes, sir.

PAST BUDGETS UNDERFUNDED

Senator MCCLURE. Apparently, as we look back at Park Service budgets, you have been underfunded in these areas over a period of years. Now you request $105 million to help you catch up. But some portion of that $105 million also ought to be attributed to what would be an annualized cost.

Mr. DICKENSON. Oh, yes, of course.

Senator MCCLURE. Even if you were caught up, you would still need some portion of the $105 million?

Mr. DICKENSON. That's correct, sir and that would be part of our regular budget.

Senator MCCLURE. Is your regular budget sufficient, outside of the $105 million, to meet your needs in the future, once you have caught up, or are you in effect kind of overlapping a routine budget request with an emergency budget request?

Mr. DICKENSON. I would say, Mr. Chairman, we are going to have to, a year or two down the line, take another look, another examination of our regular budget structure as it relates to cyclic maintenance, to insure that it can do what is intended.

Senator MCCLURE. If I understand it correctly, outside of the $105 million, you don't have enough money in your budget to do the routine and cyclic maintenance that would be required on a yearly basis outside the backlog of need?

Mr. DICKENSON. That is a correct statement, Mr. Chairman.

Senator MCCLURE. So you're representing this morning a need for additions to the routine regular National Park Service budget in future years?

Mr. DICKENSON. That's correct, sir. That's right, I am.

Senator MCCLURE. If I also understand you correctly, the $105 million will not even get you back to the level of maintenance which would be required to put it on a level schedule for the future?

Mr. DICKENSON. The $105 million, since it is broken into different kinds of categories, does not speak exclusively to cyclic maintenance. It deals with a lot of catchup items concerned with life, health, safety code violations.

Senator McClure. If I understand you correctly, you said that your identified need in cyclic maintenance and repair was $42 or $43 million. You have got in this $105 million, $29 million.

Mr. Dickenson. That $29 million is in relation to that figure of about $43 million that I gave you, yes, sir.

Senator McClure. So if we were just to compare those figures, you have some $13 or $14 million of unmet backlog of cyclic maintenance?

Mr. Dickenson. Yes, sir.

Senator McClure. That will not be met in any other portion of the budget?

Mr. Dickenson. That's correct, sir.

Senator McClure. We could assume, then, that you might be back next year asking for another emergency catchup sum of money, is that correct?

Mr. Dickenson. I wouldn't want to label it emergency, Mr. Chairman, but it's certainly high priority.

MAINTENANCE WITHOUT BACKLOG

Senator McClure. All right. Can you give me a figure of what the routine maintenance effort would be if you didn't have the backlog, in dollars? What would the increase in the regular budget level be without the backlog?

Mr. Dickenson. Ms. Garrett.

Ms. Garrett. Mr. Chairman, the Park Service budget for fiscal year 1981, has a level of $14 million for the cyclic maintenance effort. In fiscal year 1982, outside of the $105 million, we have requested $20 million for cyclic maintenance. Even after those amounts, we have an unmet need of $41 million. Now, if we take $29 million of the $105 million, and apply it toward the $41 million we still have a unmet need after fiscal year 1982 of $12 million, approximately.

Senator McClure. Yes; but if we assume for a moment that you had the entire $43 million to spend in fiscal year 1982, and you did it, would you then be able to maintain at the $20 million a year level?

Ms. Garrett. We would probably have to come in and ask for about $10 million more in order to maintain the level that we have identified in a 10-year plan, park by park, which we have developed for our total cyclic maintenance program.

Senator McClure. So what we are looking at in cyclical maintenance is that you have been underfunded in the past and we should anticipate a request for increase on the order of $10 million a year even after you catch up?

Ms. Garrett. That's correct, Mr. Chairman.

Senator McClure. How did you arrive at the $105 million figure? Did you calculate it based on some critical factors or was it just a target figure provided by OMB?

Mr. Dickenson. It was a target figure, Mr. Chairman.

Senator McClure. How much they calculated they could allocate to your needs?

Mr. Dickenson. Yes, sir. I asked first for about, well I asked specifically for $125 million. And through later negotiations, and other refinements, it was reduced to $105 million.

Senator McClure. Well, you have done better than most.

Mr. Dickenson. Yes, sir.

HISTORIC PROPERTIES

Senator McClure. You indicated that two-thirds of the areas the Park Service administered are historic properties. That is the numbers of areas and not in size or expenses of maintenance or visitors?

Mr. Dickenson. I am speaking just about number of units, yes, sir.

Senator McClure. How about visitor days of use of historic properties as compared to the other units in the Park Service?

Mr. Dickenson. We have total figures, but I'm afraid, at the desk this morning, we don't have that.

Senator McClure. Would you provide for the record, the kind of aggregate in that two-thirds-one–third division that you have indicated, two-thirds historic properties, one-third other?

Mr. Dickenson. Yes, sir.

Senator McClure. And indicate the total visitor days of use of the two-thirds that are historic and the one-third that are not?

Mr. Dickenson. We would be glad to provide that for the record, yes, sir.

[The information follows:]

Visitation

	Calendar year 1980 recreation visits
Historic sites	63,444,743
Nonhistoric sites	157,018,468
Total recreation visits	220,463,211

HEALTH AND SAFETY CATEGORY

Senator McClure. Some of the items in the capital improvement category can be characterized as improving the health- and safety-related aspects of the parks, in addition to the health and safety category.

How much in total can be characterized as improving the health and safety of the park experience?

Mr. Dickenson. Those projects in the capital improvements were selected primarily because of their safety improvement features, Mr. Chairman. And there may be some that might not be. But $25 million of the $48 million relates specifically to health- and safety-related construction.

Senator McClure. So you have got an $18 million item to correct health and safety problems, and about half of the capital improvement is related to health and safety; is that correct?

Mr. Dickenson. Yes, sir. The remainder would be for rehabilitation and resource protection.

Senator McClure. Our analysis would have indicated a little lower proportion, maybe somewhere between one-third and one-half. But I can accept your figure if you insist on it.

Mr. Dickenson. According to the information that I have here, the various projects have been scrutinized as they relate to the category of health and safety, or otherwise.

Senator McClure. About half of it is?

Mr. Dickenson. About half.

Senator McClure. Are there remaining health and safety problems or threats not eliminated by the $105 million increase?

Mr. Dickenson. Yes, sir. As a matter of fact, the General Accounting Office report of 1980 speaks to a total figure of approximately $1.6 billion for the entire National Park Service.

Senator McClure. Why did you decide to go to capital improvements that were not health- and safety-related?

Mr. Dickenson. Simply because of the kind of priorities that they represented, in serving the visitors at selected areas, visitor-use kinds of improvements or facilities, and in many cases it's difficult to get a single category—they may be health- and safety-related, as well as visitor service-related.

In soliciting the kinds of priorities we are dealing with here, we dealt with our field managers and regional directors, and we isolated out in this special program those which we could not meet previously, and which in our opinion represented the highest priorities remaining.

Senator McClure. I don't intend this to sound like a "when did you stop beating your wife" question, but you are saying that there are some priorities that you have identified that are higher than the health- and safety-related requirements.

Mr. Dickenson. If we want to go into the category of providing facilities in newly authorized areas, Mr. Chairman, certainly that category is not in this kind of an arrangement.

Senator McClure. Even with respect to health and safety?

Mr. Dickenson. That's correct.

Mr. Bettenberg. Mr. Chairman, if I could elaborate on one point.

Senator McClure. Yes, sir.

DESIGN COMPLETION A FACTOR

Mr. Bettenberg. Another criterion on the capital improvement program was that the design work had to be for enough along to enable the Park Service to obligate the funds next year. All the health and safety and other projects in this budget can go forward in fiscal 1982.

We are talking about major capital improvements here. We have design funds in this year's budget and next year's budget, as well as included in the $105 million package for future years' work. But there is a lot of design work that has to be done on many other projects in the health and safety backlog.

Senator McClure. I guess what I am trying to get at is whether you agree with the identification of health and safety problems in the same way that the GAO report did, or whether your priorities would indicate some slightly different ranking.

Mr. Dickenson. I don't know that we can approach it too much differently than we have, Mr. Chairman. We accept the fact that GAO, in the report that was performed, identified some very, very high priority needs for the Park Service.

We have tried to be responsive to that. But at the same time, in terms of trying to accomplish the work effectively and efficiently and on time, we were constrained with the fact whether or not we had the planning process sufficiently under way as Mr. Bettenberg has indicated. So, that entered into it obviously.

But we would have no major difference with the findings that GAO released.

Ms. Garrett. If I might add also, Mr. Chairman, that the GAO report only addressed itself to 12 parks and 22 projects. We are still in the process of identifying all of the areas in the Park Service where there are health and safety deficiencies. We simply do not have, at this time, any more projects identified to be included. We know they are out there.

At the time this was put together, what is represented here represents those that we are aware of and those for which the planning has progressed enough in order for us to obligate those funds in fiscal year 1982.

Senator McClure. I will submit some further questions along that line for your response in writing.

[The information follows:]

Park Restoration and Improvement Program

Question: We would like to know how it fits within the overall NPS cyclical and preventative maintenance program.

Answer: The following table shows a comparison between the base cyclic maintenance program and the cyclic maintenance portion of Park Restoration and Improvement Program:

National Park Service Base Cyclic Maintenance Program

	FY 80	FY 81	FY 82
Cyclic Maintenance	$10,270,200	$13,934,400	$19,798,700
Cyclic Maintenance of Historic Resources	2,176,000	2,171,500	3,784,200

Park Restoration and Improvement Program

Cyclic Maintenance	$9,232,000
Cyclic Maintenance of Cultural Resources	5,000,000

Question: If you had $105 million added to your appropriated Park Maintenance program, would you expend it in the same manner that you have outlined? Would the capital improvements portion of the $105 million request fit in the Park maintenance category or would it be classified as new construction?

Answer: The type of projects involved in the $105 million program is the same as those included in the Construction appropriation and in the maintenance program under the Operation of the National Park System appropriation. What the $105 million program does is provide us an opportunity to correct park facility deficiencies that have developed over the years.

If the $105 million were appropriated to the park maintenance program, we could not use it as outlined. While we expect to obligate all funds in fiscal 1982, there are projects, particularly in the capital improvements portion that could for a variety of reasons not be obligated until the following fiscal year.

Projects included in the capital improvements are construction activity, some of which are new construction, but for the most part are major rehabilitation work which do not fall in the area of park maintenance.

Question: The $105 million is currently divided in your justification material into the following categories:

Correct health and safety problems	+$18 million
Cyclic maintenance and repair	+$29 million
Cultural resource preservation	+$10 million
Capital Improvements	+$48 million
Total	+$105 million

What is the breakout of the $105 million in comparison with other National Park Service appropriations?

Answer: The following table reflects the $105 million in comparison with other National Park Service appropriations:

Park Restoration and Improvement Program
Comparison of Requested Funding Levels with
Other National Park Service Appropriations
(Amounts in millions)

Program Category	Fiscal 1980 Appropriation	Fiscal 1981 Appropriation	Original Fiscal 1982 Request	Park Restoration and Improvement Program Fiscal 1982 Request
Health and Safety Projects	$ --	$16.3	$ --	$18.0
Cyclic Maintenance; Repair and Rehabilitation	10.3	13.9	19.8	29.0
Cultural Resources Preservation	4.3	4.2	5.9	10.0
Cyclic Maintenance	(2.2)	(2.1)	(3.8)	(5.0)
Cultural Resources Preservation Program	(2.1)	(2.1)	(2.1)	(5.0)
Capital Improvements (Construction)	112.1	43.4	61.6	48.0
Total	126.7	77.8	87.3	105.0

Question: Do you have a priority system that you used to rank requested projects? For example, are any court ordered projects included? How are threats to the resource base ranked in comparison to health and safety? To facilities deterioration? To new facility development? To adaptive use of historic structures?

Answer: Yes, the National Park Service uses a basic ranking system that applies the following criteria:

National Park Service Servicewide Development Objectives in Priority Order

1. Court Ordered Projects
   Specifically court ordered: not just any violation of known statutes.

2. Health and Safety Threats
   Includes unsafe water systems, severe pollution, (if affecting water quality), unsafe bridges, tunnels, building fire, structural threats, and (occasionally) severely deteriorated roads

3. Resource Threats
   Resource degradation threats such as structural and security protection of historic buildings, monuments and a variety of threats to natural areas such as pollution resulting from incomplete sewage treatment, etc.

4. Facilities Deterioration
   Deteriorated National Park Service facilities other than those mentioned above. Includes rehabilitation of visitor use facilities and roads and trails.

5. Handicap Access
   Handicap access improvement as the principal motive; can include new construction as well as facilities modification.

6. Initial Facilities in Developing Areas
   Includes initial development in newly authorized areas or additional development to undeveloped areas of older parks experiencing high visitor use

7. Adaptive Use of Historic Structures
   To provide additional visitor facilities where the category of resource protection is not the primary motive.

8. New Facilities in Established Areas
   Additional facilities to expand visitor services in developed parks experiencing high visitation.

New Facilities Construction vs. Rehabilitation/Replacement Construction:

In general, if all other factors (such as visitation, national significance, etc.) are equal, priority will be given to Rehabilitation/Replacement Projects over the construction of new facilities. The complete replacement of a substandard or badly deteriorated existing facility is to be considered a Rehabilitation/Replacement Project and not a new facility.

Utilizing the 8 objective categories and the differentiation between new Facilities and Rehabilitation/Replacement, any National Park Service Line Item Project consequently falls into one of the following 14 classifications:

Objective Category	Rehab/Replacement (Type #1)	New Facilities (Type #3)
1. Court Ordered	Self-Explanatory (1,1)	Unlikely but possible category (1,3)
2. Health/Safety Threats	Self-Explanatory (2,1)	Used where such threats exist due to the lack of some type of construction (2,3)
3. Resource Threats	Self-Explanatory (3,1)	Used where some type of new construction is required to stop resource threat. (3,3)
4. Facilities Deterioration	Self-Explanatory (4,1)	Not applicable
5. Handicap Access	Self-Explanatory (5,1)	Self-Explanatory (5,3)
6. New Facilities in Developing Areas	Used primarily for structure demolition (6,1)	Self-Explanatory (6,3)
7. Adaptive use of Historic Structures	Self-Explanatory (7,1)	Not applicable
8. New Facilities in Established Areas	Use for Rehab/Expansion proposal other than Cat. #1-7 (e.g., weak justification) (8,1)	Self-Explanatory (8,3)

The above classification may allow a rough quantitative measurement of the relative priority of one project vs. another project. As an example, the highest possible priority would be a "1,1" and the lowest would be an "8,3" likewise, a "2,1" is a higher need than a "3,3."

Question: You estimate that you will obligate all of this $105 million in 1982. Is that reasonable? Do all of the projects listed have completed plans? What is your experience in your regular construction and maintenance program?

Answer: The National Park Service does expect to obligate most of the $105 million in 1982. However, given the significant increases which this initiative represents, it is possible that not all the funds will be obligated in fiscal 1982, although we are confident that all work will be fully underway before the end of the year. For example, $48 million is being requested for capital construction projects. While we are confident that all construction will be advertised during the fiscal year, bidding difficulties or protests can always occur and delay project awards for several months. Additionally, capital construction projects often take several years to complete and construction supervision funds must be available for the duration of the construction. Because of these realities, the Service has always requested no-year funding for construction projects.

The Service's design and construction personnel have given their assurances that the capital construction portion of the $105 million can be obligated in fiscal 1982. Plans are totally complete for 10 of the 24 proposed capital construction projects. The remaining 14 projects have completed preliminary design (or equivalent) and more than half of these 14 projects have final plans and specifications currently underway.

Inasmuch as maintenance activities are funded from an annual appropriation, there have been no problems in the area of obligation rates. In the area of construction, our recent experience has been one of continuing improvement. In fiscal 1979 the Service obligated $116.4 million in the "Construction" appropriation. In fiscal 1980 total obligations increased to $150.9 million, an increase of 30 percent.

Question: Last week, at the HCRS hearing, we asked the other agencies currently receiving L&WCF funding to provide you with a list of their high priority needs for repair and rehabilitation funding. Do you have such a list?

Answer: As of this time, we have not received any project list from any of the other agencies.

Question: Are all of the proposed projects related to recreation or do they include non-recreation activities? Isn't the justification for using the L&WCF that these are recreation-related projects?

Answer: In the sense that parks are available for visitor use and enjoyment the proposed projects can be related to recreation. The purpose of the initiative is to restore and rehabilitate deteriorating visitor use facilities and to improve maintenance and preservation programs.

Question: Will any of the proposed projects include management type activities, such as snow removal?

Answer: All projects proposed in the $105 million program are for park restorations and improvements. None of the funds will be directed to operations such as day-to-day maintenance activities.

MORATORIUM ON NEW ACQUISITIONS

Senator McClure. Another factor which is driving costs for the National Park Service is section 8 of Public Law 94–458 which requires the Park Service to study and recommend 12 new parks annually. If I understand the administration's position, now is the time to take care of what we have, to assess what our future needs may be in light of what we have and our ability to take care of it, but to put a moratorium on new acquisitions.

Do you plan to propose legislation to repeal this section?

Mr. Dickenson. I don't believe that we have a firm departmental position on that, Mr. Chairman. Certainly it has been discussed. I do know that the Secretary has great interest in this. I believe it will probably be forthcoming, but I can't state that with certainty at this time.

Senator McClure. It doesn't make much sense to me if you are going to have a moratorium on new acquisitions and if you recognize the backlog of maintenance needs and if you are going to spend some time working with that backlog, that meantime you are piling study on top of study about future acquisitions.

Mr. Dickenson. Mr. Chairman, there is another factor, of course, operating here in that there are no new area studies within our budget and none is proposed here.

Senator McClure. Well, it signals something to me. Either you intend to repeal the law or you intend to violate it. I am not sure which.

Mr. Dickenson. I assure you we do not intend to violate the law.

Senator McClure. Then it must be you intend to repeal it.

Mr. Dickenson. But the thought that you just expressed certainly is consistent with what we are proposing with the moratorium. Mr. Chairman, I have been informed legislation has recently been sent forward to repeal this requirement.

THE "PARK HIT LIST"

Senator McClure. Let me get to a topical question for a moment, because I think we need to set the record straight.

Yesterday's paper had an article that essentially said Secretary Watt had a "park hit list." The basis of the article was that an in-house memorandum from Mr. Arnett to yourself asking you to identify boundary problems with parks, areas being looked at for national park status or recognition that National Park Service itself does not want, and other similar questions focusing on past, present, and future park problems.

I would like to ask you if that memorandum was meant or intended to be an identification of a park hit list.

Mr. Dickenson. Mr. Chairman, Assistant Secretary Designate Arnett did send me a memorandum in the course of some activities which his office is undertaking. The memo requests an assessment of historic objections to the creation of areas now within the Federal estate. If you would like, Mr. Chairman, I will be glad to make the memorandum which we are referring to here a part of the record. Certainly it is here and available.

I am very familiar with the memo and the reason behind its preparation. It was written on the instruction of the Secretary, who as you know is not seeking to deauthorize any unit of the National Park Service. He has made several recent statements to that effect.

The memorandum is an attempt to get information pertaining to the creation of national parks over the past decade. There were reasonable objections raised by park professionals and others to the suitability of certain lands for national designation.

Now, the Secretary is concerned that the boundaries of some Federal areas may have been drawn in ways which might favor special interest purposes rather than the specific national purposes of park acquisition. He is curious to know why, and has directed that an inquiry be made into factors leading to certain boundary, easement and acquisition decisions.

The Secretary has said repeatedly and he has authorized me to reiterate this morning that there is no national park hit list. That there is no present plan to deauthorize or ask the Congress to revise the boundaries of any unit in the national park system. And that while the Secretary, from a philosophical point of view, would not approve additional urban parks at this time, neither is he taking steps to deauthorize existing facilities.

I appreciate very much your giving me the opportunity to make that statement, Mr. Chairman.

Senator McClure. You have a copy of the memorandum with you?

Mr. Dickenson. I have it with me and will be glad to make it available for the record.

Senator McClure. I think it should be made a part of the record in view of the discussion that has taken place, and I assume it is the same as the one that I have got.

[The information follows:]

April 9, 1981.

To: Director, National Park Service, Acting Director, Heritage Conservation and Recreation Service.

From: Assistant Secretary Designate for Fish and Wildlife and Parks.

Subject: History of your agencies opposition to congressional designation and creation of new areas within the National Park Service.

Please review the files with respect to national recreation areas, lakeshores and seashores. Of principal interest are those areas created over the last 10 years by Congress over the objection of the agency. Please compile this by area. Examples—specific statements in testimony by the agencies raising objections to the creation of areas; documents (studies) internally that address the problem.

In addition to the specific documents on specific areas, please research the files to identify generic materials expressing concern with the expansion of the system in previous administrations. Documents expressing concern with the designation of NRA's absent any organic act respective of that classification. I would appreciate a prioritization of research. First focus on Santa Monica Mountains NRA, second on Cuyahoga Valley NRA, then Fire Island NS, Indiana Dunes NL, Sleeping Bear Dunes NL, et cetera.

Please provide this material as soon as possible as it will provide a basis for assessing historic objections to the creation of areas now within the Federal estate.

QUESTIONABLE CRITERIA FOR PARKS IN THE PAST

Senator McCLURE. As I understand, it is a review to determine what the criteria was and if, as a matter of fact, previous administrations had opposed or did not support the designation of areas, an attempt to determine, if possible, why the Congress took such actions in spite of the professional opinion of the Park Service and others.

Mr. DICKENSON. That's right. Certainly the extraordinary growth of the system argues that the new Secretary would be interested in how some of the decisions were made. The professional organization and its relationship with the Department is being examined. There are a lot of corollary issues, yes, sir.

TRANSFER OF FUNCTIONS

Senator McCLURE. A number of functions formerly carried out by the Heritage Conservation and Recreation Service will now be administered by the National Park Service. I am wondering how you are going to accommodate some of those administrative responsibilities. As I understand the rationale for the creation of the Service in the first place, the HCRS, it has to provide a relatively independent administrative structure to handle structures and cross-administrative subgroups.

Now if I understand the proposals, we are going to see the National Park Service back into the business of administering them. Yet there are some responsibilities, such as the Federal side of the L. & W.F.C. preservation policy planning and evaluation, water resources, including recreation development associated with hydroelectric dams, wild and scenic rivers programs, et cetera, all of which were focused to HCRS.

Have all those been transferred to the Park Service?

Mr. DICKENSON. That unit, Mr. Chairman, which is concerned with a land planning group is transferred to the Assistant Secretary for Fish, Wildlife and Parks which speaks to the very issues you raised. It would be inappropriate to place that within the Park Service since it deals with allocation of funds for several other agencies.

In response to your remarks about the remainder of those functions, they are being brought into the National Park Service, although it will be at a different level of activity for at least the immediate future.

Senator McCLURE. Does that include wild and scenic river programs? Will they be under the National Park Service?

Mr. DICKENSON. Yes, sir.

Senator McCLURE. Not all wild and scenic rivers are administered by the Service?

Mr. DICKENSON. No, sir, certainly not. But the responsibility there is simply one of providing professional study, a professional oversight of the study process.

Senator McCLURE. How about recreational development associated with hydroelectric dams?

Mr. DICKENSON. That, again, is an advisory and consultative service.

Senator McCLURE. But that will be brought into the National Park Service?

Mr. DICKENSON. Yes, sir. Anything that relates to the kind of nationwide outdoor park and recreation consultative services which HCRS has performed before, we will continue. That includes interagency archaeological services and others.

Senator MCCLURE. Will that include the preservation policy planning and evaluation, such things as identification of historic sites?

Mr. DICKENSON. Yes, sir.

Senator MCCLURE. Historic registry?

Mr. DICKENSON. Yes, sir, the National Register. All of those will remain intact and will be brought into the National Park Service. They will retain their identity but within a different organizational alignment. Nevertheless, the identification is there for the purposes of relating properly to State, local governments and other private sector interests.

Senator MCCLURE. Can you provide for the record a list of the major functions which will thus be taken from HCRS and placed within the Park Service and those which will not?

Mr. DICKENSON. Yes, sir, we will be glad to provide that for the record.

[The information follows:]

MAJOR FUNCTIONS GOING FROM THE HERITAGE CONSERVATION SERVICE AND COMING TO THE NATIONAL PARK SERVICE

1. Administration of the State portion of the Land and Water Conservation.
2. Nationwide outdoor recreation plan and State comprehensive outdoor recreation planning assistance.
3. The urban park and recreation program.
4. Park and recreation technical services.
5. Planning for the national wild and scenic rivers system.
6. The national trails system.
7. National natural landmarks program.
8. The National Register of Historic Places.
9. National historic landmarks.
10. Historic preservation.
11. Technical preservation services.
12. National architectural and engineering record.
13. Interagency archeological services.

FUNCTIONS THAT ARE NOT GOING TO THE NATIONAL PARK SERVICE

1. Federal land planning portion of the Land and Water Conservation Fund.
2. Federal interagency coordination.
3. Water resources.
4. Policy, planning, and evaluation for cultural program.[1]

---

[1] Similar programs are presently being conducted by the National Park Service. These programs will be expanded to include portions of the HCRS functions.

ALTERNATIVE LAND PROTECTION TECHNIQUES

Senator MCCLURE. We understand that the Federal Land and Water Conservation Fund program will be reviewed to determine what alternative techniques are available to protect lands rather than outright acquisitions. You have indicated that the Federal side of the Land and Water Conservation Fund would be assigned to the Office of the Assistant Secretary.

Nevertheless, do you know or can you provide a detailed and complete analysis of the alternatives to be considered, or should I ask a question of the Assistant Secretary?

Mr. DICKENSON. We will be glad to provide that for the record because that appraisal of alternative means of acquisition is underway at the present time, and we will be glad to provide that for the record.

Senator McCLURE. Could you include with that some of what you consider to be the advantages and disadvantages of each?

Mr. DICKENSON. Yes, sir.

Senator McCLURE. Along with some specific site examples as to where and how these techniques might be used?

Mr. DICKENSON. Absolutely, sir.

[The information follows:]

April 10,

Creative Conservation:
Alternatives to Federal Acquisition

In the past, efforts to protect significant resources by establishing National parks, wildlife refuges, and recreation areas have relied almost exclusively on direct Federal acquisition and management. Practical budget constraints make it increasingly difficult for the Federal Government to purchase and manage all of the land in areas already authorized by Congress or worthy of national attention. Continued pressures to find a balance between resource development and protection will require the use of some creative new approaches.

Alternatives to acquisition cannot completely eliminate the need for some land purchases to protect fragile ecosystems or provide for public access and use. However, new approaches can stretch available funds and protect valuable areas while leaving land in private ownership and on the local property tax rolls.

The following list summarizes some of the alternatives to full fee acquisition available to Federal agencies, acting independently or in cooperation with States, local governments, and the private sector.

Educational Approaches

Technical Assistance: Advice to landowners about the value of natural or cultural resources and sound management practices.

Registration: Formal recognition of natural or historic landmarks to encourage voluntary protection.

Cooperative Agreements: Formal or informal contracts for cooperation in management, maintenance, or operation of valuable resources.

Financing and Economic Incentives

Tax Incentives: Reduced local property tax assessments to encourage retention of open space; special benefits for donations of land for conservation purposes.

Land Trusts: Community, State, or National organizations with authority to acquire and manage land or interests in land for conservation purposes.

Revolving Funds: Special funds for purchasing threatened lands or structures which can be restored and resold with conservation restrictions to replenish the fund, for future projects.

Innovative Financing: Coordinated use of existing programs, local bonding authorities, and other funding sources to protect outstanding resources.

State and Local Legal Authorities

Comprehensive Planning: Local or regional efforts to guide the location and timing of new development and public facilities.

Zoning and Subdivision Controls: Local authority to regulate the subdivision of land or the location, density and character of development to protect public health and safety.

Ordinances: Local laws to control air and water pollution, preserve historic areas, license commercial activities, and otherwise protect the community.

Transfer of Development Rights: A program to direct growth from sensitive areas to land suitable for more intense development by allowing owners to sell rights to develop in exchange for agreements to retain open spaces or low intensity uses.

Less Than Fee Interests

Easements: Purchase of rights of access or the right to limit certain uses of property to protect scenic, natural, ecological, historic, or other values.

Other Partial Interests: Buying mineral, timber, grazing, water, or other rights in property while all other aspects of ownership remain unchanged.

Leases: Rental of property for a fixed term to allow for public access or to further other conservation objectives.

Purchase and Sellback: Property can be bought and resold with reserved interests or other deed restrictions to protect natural, cultural, or recreational values.

Other Acquisition Methods

Donations: Gifts of land or other interests to government agencies or a qualifying conservation organization can bring tax advantages and public relations benefits.

Bargain Sales: Partial donations to realize some cash and at the same time tax benefits from charitable contributions to a qualifying organization.

Exchanges: Trading one property or interest for another either directly or through a third party, possibly including some cash payment to equalize values.

Examples

Pinelands National Reserve, New Jersey
State and local legal authorities including zoning, water quality controls, and a transferrable development credit program are being used with limited Federal financial and technical assistance to manage growth and protect significant natural resources in one million acres of Southeastern New Jersey.

Sawtooth National Recreation Area, Idaho
Scenic easements and cooperation with local governments have been used effectively by the Forest Service instead of outright purchase of private lands to protect a recreational landscape.

Cape Cod and Fire Island National Seashores, Massachusetts and New York
Local zoning ordinances meeting standards set by the Secretary of the Interior cover private land within the Seashore boundaries, reducing the need for Federal acquisition.

Upper Mississippi River, Minnesota
Ordinances adopted by county governments under the State's joint powers legislation are protecting 450 miles of wild and scenic river, and have been adequate to avoid the need for Federal acquisition and management.

Piscataway Park, Maryland
Scenic easements have been donated and purchased to protect the view from Mount Vernon and establish a National Park.

Blackfoot River, Montana
Leases and donated conservation easements have protected a river corridor at virtually no direct cost to Federal or State agencies.

Waterfowl Production Areas, Minnesota, Montana, Wisconsin, North and South Dakota
Easemenats held by the Fish and Wildlife Service in the prairie pothole region cover more than one million wetland acres to protect waterfowl habitat on land that remains in private ownership.

Grasslands National Wildlife Refuge, California
Proceeds from the sale of conservation easements to the Fish and Wildlife Service are helping local landowners pay rising property taxes and protect a significant portion of wintering habitat for migratory waterfowl in the Pacific flyway.

King Range Conservation Area, California
The Bureau of Land Management has exchanged public lands for private holdings to conserve this outstanding coastal area.

Lowell National Historical Park, Massachusetts
Federal and State cooperation in management, a revolving fund, easements, and local ordinances are contributing to revitalization of an historic district as a National Park.

Jean Lafitte National Historical Park, Louisiana

State and local units of government are responsible for enacting and enforcing controls over land use in a "park protection zone," in accord with guidelines set by the Secretary of the Interior who also is authorized to enter cooperative management agreements and provide technical assistance to private landowners.

Ice Age Scientific Reserve, Wisconsin

A cooperative arrangement allows for State management of this National Scientific Reserve while the Federal government provides some interpretive services and shares in operating costs.

Upper Delaware River, New York and Pennsylvania

Local planning and zoning authorities, easements, technical assistance, and other cooperative approaches are being used to protect this and other wild and scenic rivers with a minimum of Federal land acquisition.

Big Sur and Humbolt North Coast Land Trusts, California

Conservation easements are being used by non-profit trusts to protect fragile coastal areas and exceptional scenic values while land remains in private ownership and in productive use.

Marshall Forest, Georgia

Official recognition through the National Natural Landmarks program and voluntary landowner cooperation are helping to protect this outstanding natural area from development.

Adirondack Park, New York

About 60 percent of this 6 million acre state park remains in private ownership, subject to a land use and development plan which directs and clusters growth to minimize impacts on natural resources and open space values.

Adopted by LPG on 12/16/80

LPG Task Force Report
Alternatives for Resource Protection and Management

Membership

Bureau of Land Management	Kenneth Mak
Fish and Wildlife Service	Clyde Schnack Paul Charette
National Park Service	Allen Harpine Bill White
Forest Service	Gordon Small
Heritage Conservation and Recreation Service	Warren Brown, Chairman Virginia Coull
Other participants	Phil Metzger, PPA Sandra Yancey, HCRS Dick Gardner, CEQ

Definitions and Objectives

The Task Force's original mandate was to refine a program of research, education, and training on alternatives to fee simple acquisition. There was early agreement that the scope of our inquiry covered the entire range of methods available to Federal agencies for protecting and managing resources, independently or in cooperation with States and local governments. We agreed that the program should cover the following general categories:

1. Fee simple acquisition.
2. Acquisition of less than fee or "partial" interests.
3. Acquisition for less than full market value through donation, bargain sale, or exchange.
4. Protection and management without acquiring any interests in property through legal, educational, administrative,regulatory, or other actions.

The program to be implemented should improve the capability of Federal agencies to use all available tools. The following discussion assumes that fee, less than fee, and non-acquisition approaches will be considered objectively, without any effort to describe one category as inherently good or bad. We suggest that the title of "Creative Resource Protection and Management" is more appropriate than "Alternatives to Fee" to describe the program. Material developed should provide benefits for management of land already in Federal ownership as well as protection of resources now outside of the Federal estate.

General Conclusions

The Task Force agreed that there is a need for better information on what tools are available, how they have worked in the past, and how to make them work more effectively in the future. Agency policy statements and manual directives on protection tools were recognized as necessary but not sufficient to encourage more effective use of alternatives. Analysis of basic issues, documentation of costs and benefits, and direct training of agency personnel are also needed.

The audience for these training and educational efforts is not limited to staff with direct responsibility for land acquisition. There was strong agreement that planners, administrators, and policy staffs, as well as negotiators, appraisers, and land managers need to be better informed about what alternatives are available and how to use and manage them. Better communication across functional lines within the agencies can help to expand the use of many tools.

Specific Findings and Recommended Actions

The Task Force sponsored and organized an interagency workshop to draw on the expertise of other agency staff members. Based upon the Task Force's regular meetings and the results of the interagency workshop, we identified the following 15 significant problems and accompanying recommendations for action to expand the use of alternatives:

Data and Information

1. Problem: Current perceptions about experiences to date with alternatives for resource management and protection are based upon inadequate and sometimes inaccurate data.

   Actions: A. Develop methodology for assessing relative advantages and disadvantages of various protection tools.

   B. Prepare case studies documenting practical experiences with alternatives to fee in selected projects.

   C. Conduct independent analyses of actual and perceived costs and benefits in various Federal, State, and local projects.

2. Problem: Field staff responsible for preparing new area studies and management plans do not have adequate understanding of relationships between defining project objectives and selecting protection tools.

   Actions: A. Prepare special series on protection planning methods and tools for current agency training programs.

   B. Hold regional workshops to provide specialized instructions for agency planning staffs, emphasizing definition of management objectives, including compatible and incompatible uses, and relationship between management objectives and protection tools.

3. Problem: Agency staffs at all levels do not have adequate information about what tools are available and how to use them.

   Actions: A. Prepare introductory handbook providing overview of the range of protection tools available.

   B. According to agency needs, develop "lesson plans" to incorporate handbook into agencies' regular training programs and special workshops.

   C. Prepare more detailed instructional material showing in practical terms how to use various categories of tools including:

      1. regulatory authorities

      2. less than fee purchase

      3. donations and exchange

4. cooperative arrangements

5. coordination with other Federal programs

4. Problem: There are currently no real incentives for planners, managers, negotiators, or others to use alternatives to fee.

Actions: A. Policy statements by agency Directors and/or Assistant Secretaries indicating support for innovative approaches;

B. Establish an awards program for "creative conservation" providing special recognition for achievements in innovative resource protection.

C. Draft legislation to provide financial incentives for purchase and lease or sell-back by returning receipts to special account for each project, or at least the LWCF rather than general fund.

D. As necessary, strengthen agency manual directives on consideration of alternatives.

Internal Coordination

5. Problem: Compartmentalized decisions: agency staffs with responsibility for one function are not adequately aware of the activities by and constraints on others within the organization.

Actions: A. For each agency, develop recommendations for improvements in internal communications among planners, managers, negotiators, administrators, etc.

B. Provide a series of "mini courses" (e.g. water law) for specialists in tools, requirements, procedures, and opportunities available to other specialists within the agency.

6. Problem: Really effective ability to develop and implement creative conservation strategies requires specialized experience and manpower not available to most resource managers or planners.

Actions: A. Prepare a directory of specialists or experts to provide planning and technical assistance upon request by project or agency.

B. Establish or reclassify positions for "resource protection specialist" and "easement administrator," etc.

C. Develop listing of courses currently offered by Federal agencies and professional organizations (e.g. American Right-of-Way Association, American Institute of Real Estate Appraisers, etc.); and consider requiring attendance as part of a continuing education program.

Interagency Coordination

7. Problem: Other Federal agencies with regulatory authorities or financial assistance programs have greater potential than is currently being realized to expand the use of alternatives to fee and to support the objectives of the LWCF member agencies.

Actions: A. Draft memos of agreement with regulatory and funding agencies to encourage better cooperation and consistency with LPG agencies programs and projects.

B. Conduct information sessions for other agencies (EPA, HUD, EDA, FMHA, etc.) on LWCF programs, procedures, policies, etc. Emphasis on how they can help us and how we could reciprocate.

Legislation and Legal Tools

8. Problem: People drafting new area legislation do not have readily available model language for various protection approaches.

Actions: A. Prepare a detailed comparative analysis of various protection strategies tried to date. Develop generalized "models" for arrangements of tools, authorities, procedures, and funding.

B. Hold briefings for key congressional committee staff members to present findings and suggestions. Similar sessions to be held for agency staffs with responsibility for legislative reviews.

9. Problem: Easements and other less than fee instruments are frequently not drafted adequately to facilitate enforcement or administration.

Actions: A. Compile and evaluate a collection of existing instruments for easements, reserved interest deeds, convenants, and other tools.

B. Draft model instruments for various types of techniques.

Specialized Functions

10. Problem: Acquisition of less than fee interests is frequently seen as contrary ~~to congressional intent in authorizing legislation.~~

Action: A. Seek general clarification in language for forthcoming reports from authorizing and appropriations committees.

11. Problem: Appraisal of less than fee interests is frequently regarded as a purely technical issue easily within the capability of appraisers. However, experience in resales of encumbered property and enforcement problems suggests that appraisal of partial interests could be improved.

Action: A. Conduct statistical analyses of market experiences with resales of encumbered properties in selected projects.

B. Analyze experience in enforcement of less than fee interests in relation to appraisal levels.

C. Develop recommendations for any improvements in appraisal policies, procedures, or techniques as necessary.

12. Problem: Some negotiators lack adequate specialized training in communication techniques and other methods for gaining confidence of landowners.

Actions: A. Provide funding to expand participation in training courses currently offered by Federal agencies and professional organizations (e.g. BLM, American Right-of-Way Association, etc.).

B. Develop additional specialized training opportunities as necessary for segments in each agency's regular training programs.

External Forces

13. Problem: There is inadequate support for other than fee protection from key constituent groups.

Actions: A. Investigate landowner attitudes and concerns in selected project areas. Develop informational material to address landowner concerns.

B. Conduct informal discussion sessions with leaders of conservation groups and associations: NPCA, NACO, Governors, SLO's, ABA, APA, etc.

C. Develop instructional material for workshops with concerned "public interest" associations and groups on advantages of various alternatives.

14. Problem: Local property tax assessment policies and practices are inconsistent for less than fee interests and may inhibit landowners' willingness to sell partial interests.

Actions: A. Analyze current assessment rules and practices in all States, including specific projects. Identify good examples.

B. Work with SLO's to develop recommendations for uniform State laws on assessment of partial interests.

15. Problem: Professionals advising landowners are not aware of certain advantages and legal implications connected with less than fee purchases or donations.

Action: A. Prepare general information for attorneys, accountants, and realtors who may be representing property owners in project areas.

Summary of Recommended Program FY 1981 - 82

The basic findings and recommendations of the task force have been consolidated into proposals for a 2 year program involving contract studies as well as projects to be undertaken by LPG and agency staffs. Estimated costs for contracts and work months are based upon comparable projects from previous years. We anticipate that further adjustments in cost estimates will be required as more detailed scopes of work are developed. There was general agreement on the need to avoid unnecessary expenditures for outside studies. However, to collect new data, conduct the type of thorough analysis necessary, and develop really useful training materials will require substantial commitments of time and money. Continued participation of agency representatives in the development of requests for proposals and selection of contractors will help assure that the planned projects do not duplicate information already available.

Recommended Program

1980

Contract 1	Schedule	Cost Estimate
Introductory Handbook on Protection Tools	10/80-3/81	$23,000

Contract awarded to the Center for Natural Areas covers annotated bibliography on protection tools, brief descriptions of various techniques, and general suggestions on how to select effective strategies. Camera-ready copy of final report will be in handbook format. After HCRS/agency review, additional copies will be produced under separate contract and available 6/81. Handbook will be introduced during series of regional training sessions to be initiated in late FY 81 and continuing in FY 82.

1981

Contract 2	Schedule	Cost Estimate
National Symposium on Innovative Resource Protection and Management	6/81	$125,000

Contract funds will support sponsorship of a 2 or 3 day national conference on land protection and management, to be held in cooperation with conservation groups or other Federal agencies. Leading experts in the public and private sectors will present papers, conduct workshops, and help develop guidelines for more effective use of alternatives to fee acquisition. The symposium will serve to identify what work has been done in the field and to help build a broader consensus on future needs for training, research, and education. Proceedings will be published for use as a basic reference by Federal agencies and others. Cost estimates include travel and expenses for some speakers and panel leaders outside of Federal agencies.

Contract 3	Schedule	Cost Estimate
Economic Assessment of Protection Tools	2/81-8/81	$175,000

Methods for evaluating the advantages and disadvantages of various protection and management tools will be developed and applied. Established projects will be analyzed considering long and short term costs for acquisition, management, and enforcement.

Estimate covers visits to several project sites and analysis of data to be supplied by managing agencies. Final reports and recommendations will be published in a format to be combined with results of other contracts. Funding for model training sessions and audio-visual material as necessary is scheduled for FY 82.

Contract 4	Schedule	Cost Estimate
Analysis of Partial Interest Appraisals and Resales	2/81-8/81	$75,000

Contractor will analyze previous experiences in appraisal of partial interest and resales of encumbered properties. Approaches to valuation and special problems of valuing partial interests will be addressed, as well as State and local property assessment methods. Recommendations will be developed for improvements in model language for instruments and improvements in appraisal techniques, as necessary. Final report and recommendations will be published in handbook format to be combined with results of other contracts. Funding for model training sessions and audio-visual material as necessary is scheduled for FY 82.

Publications and Other Expenses	Cost Estimate
1. Printing and audio-visual material for Introductory Handbook on Protection Tools.	$15,000
2. Expansion of contract projects currently underway in other agencies such as Water Resources Council, CEQ, Office of Coastal Zone Management, etc., to cover interests of LPG.	25,000
3. Directory of Specialists and Training Opportunities in Resource Protection.	5,000
Total FY 1981	$420,000

LPG and Agency Staff

Through the following projects, the LPG staff and agency representatives will monitor contracts, review and disseminate findings and supplement the work to be carried out by contractors.

	Work months
1. Document experiences with alternatives to fee in selected Federal resource areas.	3
2. Prepare and publish RFPs for contracts; monitor contractor performance.	continuous
3. Review procedural obstacles to more widespread use of exchange authorities and recommend changes as necessary.	6
4. Review agency acquisition manuals and recommend improvements as necessary in sections on partial interests and other tools.	4
5. Review pilot training sessions and develop Model Implementation Plan for agencies to use in incorporating training materials into regular program.	4
6. Conduct interagency regional workshops on Introductory Handbook (Contract 1)	4
7. Conduct discussion sessions with constituent groups, Congressional staff, and other Federal agencies.	2
8. Prepare, maintain and distribute current list of training opportunities.	continuous
9. Draft or recommend policy statements, articles and speech material for agency directors and Secretariat encouraging innovative tools.	3
10. Co-sponsor with private organization a conference on Creative Land Development.	2

1982

Contract 5	Schedule	Cost Estimate
Comparative Analysis of Legislative Models	1/82-6/82	$75,000

Federal and selected State legislation authorizing alternatives to fee purchase in specific areas will be analyzed. Based on experiences in areas such as Pinelands, Big Sur, Cape Cod and Lowell, model language will be drafted concerning acquisition tools, institutional arrangements, funding authorities, and relationships among levels of government or private organizations. Results will be presented to agency and Congressional staffs in a series of workshops.

Contract 6	Schedule	Cost Estimate
Model State Legislation on Alternatives to Fee	1/82-6/82	$85,000

Current legislation in the 50 states related to easements and assessments, leases, cooperative agreements, and other protection tools will be reviewed. Recommendations for model enabling statutes will be developed in cooperation with national organizations representing governors and state legislatures.

Contract 7	Schedule	Cost Estimate
Model Training Sessions on Alternatives to Fee	1/82-4/82	$75,000

Contractor will conduct interagency regional training workshops based on the results of Contracts 3 and 4 ("Economic Assessment of Protection Tools"; "Analysis of Partial Interest Appraisals and Resales") Audio-visual materials will be produced to accompany handbooks, as necessary.

Contract 8	Schedule	Cost Estimate
Training Evaluation Workshop	8/82	$75,000

Contractor will organize and conduct a workshop to evaluate and revise as necessary training methodology, course content and organization of training sessions held during FY 81-82. Agency staff and contractrs involved in developing, reviewing, and receiving training would be invited to participate in evaluation. Agencies would also report progress made in implementing training materials into existing programs.

Contract 9	Schedule	Cost Estimate
Protection and Management Techniques: Additions to Handbooks	2/82-8/82	$125,000

Develop practical implementation guides for those protection and management strategies not covered by FY 81 contracts. Evaluate advantages and disadvantages, short- and long-term costs, and suggest ways to use techniques to meet management objectives. Final reports and recommendations will be published and incorporated into handbooks produced under earlier contracts.

Contract 10	Schedule	Cost Estimate
Case Studies (Film)	1/82-8/82	$100,000

Contractor will prepare a film or slide-tape presentation documenting case studies of experiences in previous project areas with various protection and management strategies. Case studies will represent Federal, State, local and privatly sponsored projects. Products will be designed for use in agency training programs as well as for citizen or private sector audiences.

Contract 11	Schedule	Cost Estimate
Planning and Management Methods (Film)	1/82-8/82	$100,000

Contractor will prepare an audio-visual presentation on planning methods, management objectives and craftsmanship in developing protection strategies. Presentation will describe a model process for formulating objectives, identifying valuable resources, and selecting appropriate protection tools. Film or slide-tape show will be designed for use in agency training sessions as well as for private or civic audiences.

	Total FY 1982	$635,000

LPG and Agency Staff

Through the following projects, the LPG staff and agency representatives will monitor contracts, review and disseminate findings and supplement the work to be carried out by contractors.

	Work Months
1. Prepare and publish RFPs for contracts; monitor contractor performance.	continuous
2. Review and evaluate pilot training sessions produced under Contracts 5 and 6.	1
3. Investigate obstacles to purchase and lease or sell back arrangements; draft legislation as necessary.	5
4. Develop awards program for creative conservation.	
5. Modify training sessions, materials and scheduling according to recommendations from Training Evaluation Workshop.	3
6. Continue discussion sessions with agency and Congressional staffs, and constituent groups.	2

MORATORIUM ON FEDERAL ACQUISITIONS

Senator McClure. Do you have any idea how long the current moratorium on Federal acquisitions may last?

Mr. Dickenson. I don't believe I am the one to really make that kind of statement, Mr. Chairman. I think I could say this. That the current decisions are in the light of the 1982 fiscal year budget decisions. And my understanding is that as we approach 1983, 1984, 1985, these will be assessed and evaluated. I am not, in my own mind, sure that there is any specified time set aside for the moratorium.

Maybe Mr. Bettenberg would like to speak further to that.

Mr. Bettenberg. The only thing I can add to that is that the target number, the current planning number for 1983 would raise the Federal side up to about $150 million. Of course, that will be reviewed in the entire context of formulating the 1983 budget and the condition of the national economy at that time. But the current planning assumption on which the long-range Reagan budget numbers are based is $150 million.

There is some growth in the number after that year.

Senator McClure. Does that include a growth on the State side?

Mr. Bettenberg. It does not include growth on the State side.

Senator McClure. It includes projection of zero funding for the State side?

Mr. Bettenberg. It includes currently a projection of zero funding for the State side.

Senator McClure. You mentioned a moment ago one of the ways in which you selected projects was on the basis of readiness in planning. Do you have plans completed so that you will be able to commit all of the $48 million in capital improvements?

Mr. Dickenson. The plans, if not absolutely completed as of this moment, Mr. Chairman, are in such condition as they can be in order to meet the target of obligation during the fiscal year. But they have been carefully examined and selected with that in mind.

Senator McClure. Do you feel that even though the plans may not be complete, they will be complete in time to obligate the funds during 1982?

Mr. Dickenson. That's correct. We have examined with that in mind.

Senator McClure. Could you provide a project-specific list with respect to that $48 million?

Mr. Dickenson. Yes, sir.

[The information follows:]

CAPITAL IMPROVEMENT PROJECTS FOR FISCAL 1982 PARK RESTORATION AND IMPROVEMENT PROGRAM

Park	*Project title*	
Antietam National Battlefield	Structural stabilization, piper barn.	$422,000
Chaco Culture National Historical Park.	Reconstruct Gallo entrance road	2,227,000
Crater Lake National Park	Repave/widen 4 miles, Route #7	1,017,000

Crater Lake National Park	Rehabilitate Crater Lake Lodge (Phase I).	$1,667,000
George Rogers Clark National Historic Park.	Repair memorial roof, repoint stone.	670,000
Glen Canyon National Recreation Area.	Dangling rope marina	3,428,000
Grand Portage National Monument	Construction water storage reservoir.	527,000
Guadalupe Mountains National Park	Construct trail system, phase IV	1,664,000
Gulf Islands National Seashore	Davis Bayou entrance road	3,402,000
Jefferson National Expansion Memorial NHS.	Rehabilitate exterior, Old Courthouse.	2,266,000
Martin Van Buren National Historic Site.	Rehabilitate historic structure	878,000
Mount Rainier National Park	Rehabilitate paradise day use building.	2,161,000
Do	Repair Backbone Ridge Bridge	1,258,000
Do	Longmire Sewage Lagoon repairs	856,000
Do	Slope stabilization	427,000
National Capital Parks-East	Fort Washington sewage system	1,298,000
Olympic National Park	Realine Lake Crescent Highway	5,655,000
Perry's Victory and International Peace Memorial.	Rehabilitate memorial column	2,444,000
San Juan National Historic Site	Protective breakwater (portion) El Morro.	5,500,000
Shenandoah National Park	Reconstruct deteriorated portions, Skyline Drive.	1,266,000
Sitka National Historical Park	Restoration and fire detection/suppression, Rus. Mis.	1,254,000
Sleeping Bear Dunes National Lakeshore.	Adaptive restoration, Coast Guard Station.	922,000
Statue of Liberty National Monument	Rehabilitate main building and seawall, Ellis Island.	1,917,000
Yellowstone National Park	Reconstruct water system, Mammoth.	2,016,000
Subtotal		45,142,000
Project planning		2,858,000
Total construction		48,000,000

PROJECT-SPECIFIC LISTING

Senator McCLURE. Do you have a project-specific listing for the $45 million under the Land and Water Conservation Fund?

Mr. DICKENSON. We do not have that completed at the present time.

Senator McCLURE. When will we be able to get it?

Mr. DICKENSON. I don't have a specific date, but we will be glad to reexamine that and try to provide it for the record.

[The information follows:]

PROJECT-SPECIFIC LISTING

Subsequent to the hearing, the justification for the fiscal 1982 amendment to the Land and Water Conservation Fund was completed. This justification which includes specific projects by agency follows:

Justification of Program and Performance

Activity: Federal Programs
Subactivity: Federal Agencies

(Dollar Amounts in thousands)

	1981 Appropriation Enacted To Date	FY 1982 January Request	FY 1982 Revised Request	Inc. (+) or Dec. (-)
National Park Service	$ 80,211	233,673	29,433	-204,240
(FTP)		(324)	(118)	(-206)
Forest Service	$ 39,416	46,787	8,600	- 38,187
(FTP)		(148)	(74)	(-74)
Fish and Wildlife Service	$ 21,520	35,399	1,139	- 34,260
(FTP)		(42)	(28)	(-14)
Bureau of Land Management	$ 1,135	3,100	307	- 2,793
(FTP)		(10)	(3)	(-7)
Pinelands National Reserve	--	8,000	126	- 7,874
(FTP)		(3)	(3)	(-)
TOTAL REQUIREMENTS	$142,282	326,959	39,605	-287,354
(FTP)		(527)	(226)	(-301)

Authorization: 16 U.S.C. 4601-4601-11, et. seg.

National Park Service

The original request was for $233,673,000. The revised request is for $29,433,000. These funds will permit retention of a corps of professional staff to meet current land acquisitions pending in court and hardship/emergency acquisitions that may occur in FY 1982. Funds will also enable staff to initiate a land exchange and alternative protection program to round out the Federal estate.

$8,500,000 of the request will be used for staff costs associated with the acquisition of land and interest in land, such as mapping, and survey work, contract appraisal work, title evidence and title insurance fees, office rental costs, supplies, transportation and personnel compensation.

$20,933,000 of the request will be made available for emergency acquisitions and hardships cases as they arise and for deficiency payments of court awards for cases acquired by Declaration of Taking or complaints in condemnation actions at the following areas:

Appalachian Trail
Assateague Island NS
Bent's Old Fort NHS
Big Cypress N P
Bighorn Canyon NRA
Big Thicket N Preserve
Biscayne NP
Boston NHP
Buffalo N River
Canaveral NS
Cape Cod NS
Cape Lookout NS
Chickasaw NRA
Colonial NHS
Congaree Swamp NM
Cumberland Island NS
Cuyahoga Valley NM
Death Valley NM
Delaware Water Gap NRA
Everglades NP
Fire Island NS
Fort Donelson NMP
Gateway NRA
Golden Gate NRA
Grand Canyon NP
Gulf Islands NS
Harper's Ferry NHP
Hot Springs NP
Indiana Dunes NL
Jean Lafitte NHP & Preserve
Joshua Tree NM
Lake Mead NRA
Lassen Volcanic NP
Lowell NHP
Lower St. Croix NSR
Mammoth Cave NP
Minute Man NHP
Moores Creek NB
North Cascades NP
Olympic NP
Piscataway Park
Point Reyes NS
Saguaro NM
Saint Croix NSR
Scotts Bluff NM
Sleeping Bear Dunes NL
Valley Forge NHP
Voyageurs NP
Yosemite NP

Forest Service

The January budget request was for $46,787,000. The revised request is for $8,600,000. These funds will be used to retain a corps of professional staff to meet the current land acquisitions pending in court and hardship/emergency acquisitions that may occur in FY 1982. Funds will also enable staff to initiate a land exchange and alternative protection program to round out the Federal estate.

$3,989,000 of the request will be used for staff costs associated with the acquisition of land and interest in land, such as mapping and survey work, contract appraisal work, title evidence and title insurance fees, office rental costs, supplies, transportation and personnel compensation.

$4,611,000 of the request will be made available for emergency acquisition and hardship cases as they arise and for deficiency payments of court awards for cases acquired by Declaration of Takings at the following areas:

Alpine Lakes
Appalachian Trail
Boundary Waters Canoe Area
Cascade Head Scenic Research Area
Eleven Point WSR
Flathead WSR
M. F. Clearwater WSR
M. F. Salmon WSR
Rogue WSR
Sawtooth NRA
Spruce Knob-Seneca Rocks NRA

Fish and Wildlife Service

The January budget request was for $35,399,000. The revised request is for $1,139,000. These funds will be used to retain a corps of professional staff to meet the current land acquisitions pending in court and hardship/emergency acquisitions that may occur in FY 1982. Funds will also enable staff to initiate a land exchange and alternative protection program to round out the Federal estate.

$1,039,000 of the request will be used for staff costs associated with the acquisition of land and interest in land, such as mapping, and survey work, contract appraisal work, title evidence and title insurance fees, office rental costs, supplies, transportation and personnel compensation.

$100,000 of the request will be made available for emergency acquisition and hardship cases as they arise and for deficiency payments of court awards for cases acquired by Declaration of Takings at the following areas:

Attwater Prairie Chicken
Bear Valley NWR
Great Swamp NWR
Indiana Bat
San Bernard NWR
Santa Ana NWR

Bureau of Land Management

The January budget request was for $3,100,000. The revised request is for $307,000. These funds will be used to retain a corps of professional staff to meet the current land acquisitions pending in court and hardship/emergency acquisition that may ocur in FY 1982. Funds will also enable staff to initiate a land exchange and alternative protection program to round out the Federal estate.

$22,000 of the request will be used for staff costs associated with the acquisition of land and interest in land, such as mapping, and survey work, contract appraisal work, title evidence and title insurance fees, office rental costs, supplies, transportation and personnel compensation.

$285,000 of the request will be made available for emergency acquisition and hardship cases as they arise and for deficiency payments of court awards for cases acquired by Declaration of Takings at the following areas:

Pacific Crest Trail
Rogue WSR

Pinelands National Reserve

The original request was for $8,000,000. The revised request is for $126,000. These funds will permit retention of an Interior liaison staff to work with the State of New Jersey and the Federal agencies involved in protecting this unique area of the eastern seaboard. The funds will provide for participation by the Interior representative to the Pinelands Commission, for technical assistance to the Pinelands Commission; and for monitoring the Pinelands Comprehensive Management Plan as required by Section 502 of P.L. 95-625.

Justification of Program and Performance

Activity: Assistance to States
Subactivity: Administrative Expenses

(Dollar amounts in Thousands)

		1981 Appropriation Enacted To Date	FY 1982 January Request	FY 1982 Revised Request	Inc. (+) or Dec. (-)
National Park Service	($)	6,566	7,162	4,564	-2,598
	(FTP)	(159)	(159)	(91)	(-68)

Authorization: The Land and Water Conservation Fund Act of 1965 as amended, 16 U.S.C. 460 1-4-11.

Objectives: To administer the prior year State Grant portion of the Land and Water Conservation Fund. Emphasis will be placed on the administration of the approximately 8,000 active projects involving approximately $600 million in unexpended obligations. Approximately 150 new projects will be approved with funds carried over from previous fiscal years from funds available through savings on active projects and, in a few States, from carryover unobligated balances. In addition, approximately 1,000 project amendments will be processed. Additional administrative functions will include 1,200 site inspections, the processing of 110 conversion requests, response to 2,000 congressional and public inquiries, processing of 4,000 billings and letters of credit, the resolution of financial audits, selected State program reviews, providing policy guidance to the States, and the preparation of an annual report required by the Fund Act. With some States reducing program staffs, the need for grants technical assistance will increase to assure that the administration, payment and close out of active projects are carried out in a timely and accountable manner.

Work will continue with 13 States having $3.4 million in outstanding planning projects. In addition, assistance will be provided--upon request--in coordinating Federal/State recreation planning efforts.

Justification of Program and Performance

Activity: Administrative Expenses
Subactivity: Federal Programs

(Dollar amounts in Thousands)

	1981 Appropriation Enacted To Date	FY 1982 January Request	FY 1982 Revised Request	Inc. (+) or Dec. (-)
Federal Programs	$ 1,000	1,244	831	-413
(FTP)	(23)	(26)	(13)	(-13)
(Common Program Services)	$ (250)	(341)	-	-
Total Requirements	$ 1,000	1,244	831	-413
(FTP)	(23)	(26)	(13)	(-13)

Authorization: 16 U.S.C. 4601-4601-11, et. seq.

Objectives: To administer the Federal portion of the Land and Water Conservation Fund by planning, coordination, evaluating, and budgeting for the authorized acquisition of land and water resources in accordance with the nationwide outdoor recreation planning process and the State Comprehensive Outdoor Recreation Plans (SCORPs). Emphasis is placed on achieving a balance between Federal acquisition and creative alternatives to the acquisition of fee simple interests which meet resource protection objectives identified in these planning processes.

To coordinate development of uniform policies, preparation of acquisition plans, and budgets of the four Federal agencies participating in the Fund to assure that the Federal portion of the Fund will acquire the highest priority lands needed to protect the resources and to provide recreation opportunities.

Base Program: The programs under the Fund are coordinated through a small office under the Assistant Secretary for Fish and Wildlife and Parks in Washington. The primary focus is to:

- Evaluate authorized areas in terms of priority acquisition funding within the annual fiscal resources. Areas are compared on a selected basis to ascertain that the highest priority acquisitions are recommended for funding. As the Office is not in competition for land acquisition funds, it is in a unique position to make unbiased recommendations concerning the areas submitted for consideration.

- Review land acquisition plans and programs. Within current authorized areas each agency carries out its acquisition program in accord with specific and general Congressional directives. Detailed plans for lands to be acquired in fee and lands to be protected through other methods are being prepared for management units with active acquisition programs. These plans will be reviewed for consistency with policies for acquisition and protection techniques.

- Review legislative proposals including impacts on the Federal portion of the LWCF. In addition to proposals developed as part of the Land and Water Conservation Fund Group planning process, legislation authorizing new natural, cultural, or recreation areas or major adjustments in existing areas is reviewed for consistency with the nationwide outdoor recreation plan and other established national goals and objectives. Proposals concerning exchanges and alternative protection methods are also reviewed.

- Prepare recommendations for Department positions with appropriate language which would allow or encourage use of creative protection tools by Federal agencies independently or in cooperation with State and local governments.

- Provide staff support for the Land and Water Conservation Fund Policy Group (LPG), composed of the executives of the Federal land acquisition agencies receiving LWCF monies. The LPG recommends to the Assistant Secretary for Fish and Wildlife and Parks policies, procedures, protection strategies, funding levels and allocations of funds among the member agencies for the most effective use of monies available for Federal purposes under the LWCF Act.

- Provide leadership in education, training and research on alternativies for resource protection. Concerns expressed by Congress, GAO, and others have emphasized the need to fully explore alternatives to fee simple purchase of private lands. Efforts initiated last year will be accelerated to determine how innovative protection and management tools can be used by Federal agencies to stretch available LWCF monies as far as possible. Much of this work will be through contractors.

- Develop a consolidated Five-Year Acquisition Plan and annual LWCF fiscal year program. This plan identifies authorized areas to be acquired within a five year period. In addition, with the cooperation of the four agencies, the Service prepares the annual Land and Water Conservation Fund fiscal year budget and manages the program in terms of obligations and impact on expenditures.

- Process reprogramming actions. Reprogrammings up to $100,000 are submitted to the Assistant Secretary for Fish and Wildlife and Parks for approval; those over $100,000 are evaluated by the Department and submitted to Congressional Committees.

- Review Federal Land Management agency program proposals such as Resources Planning Act Assessment and alternative program directives to evaluate implications for national recreation policy and encourage improved recreation and protection efficiency and increase effectiveness of LWCF use.

- Maintain and refine the ADP system which monitors areas to be protected by the LWCF from their initial identification as an area to be studied through the authorization, appropriation, and obligation phases.

CONSTRUCTION BUDGET

Senator McClure. Your construction budget for 1982 is $61.6 million, up $18.2 million, a 42-percent increase over 1981 appropriations to date. How much of the 1982 construction budget is to continue projects already begun as compared to money for new construction activity?

Mr. Dickenson. None are underway at this time, Mr. Chairman, so there is no continuation factor.

Ms. Garrett. There would be one clarification. A project like Natchez Trace is a continuing project. If you get a project like Natchez Trace, that is a continuing one. But for the most part, the projects in 1982 start and end in 1982. Those that don't, we show the future year aspect in the budget that you have before you.

Senator McClure. But there is some part of the $61.6 million such as Natchez that is continuing?

Ms. Garrett. Yes, sir.

Senator McClure. Can you give me a listing of those that are continuing and the dollar amounts?

Ms. Garrett. Yes, sir.

Senator McClure. A listing of those that will be begun and completed in fiscal year 1982 and those which will be begun but not completed?

Ms. Garrett. Yes, sir.

[The information follows:]

Construction Projects

Only one of the Service's fiscal 1982 construction requests is for continued funding of a project currently underway: $7.5 million are being requested to continue rehabilitation of recently purchased concessions facilities at Yellowstone National Park. Of the 20 remaining construction projects which represent new starts, 9 will be essentially complete before the end of the fiscal year:

Big Bend National Park	Chisos Basin	Install additional water reservoir.
Foothills Parkway	Park General	Tunnel lighting and striping.
Fort Sumter National Monument	Fort Sumter	Connect water system to mainland.
Gateway National Recreation Area.	Sandy Hook	Rehabilitate road system.
Glacier National Park	Many Glacier	Reconstruct water system (completion).
Great Smoky Mountains	Oconaluftee	Replace Oconaluftee Bridge.
Mount Rushmore National Memorial.	Headquarters	Construct waterline from tank to existing line.
Natchez Trace Parkway	Ridgeland subdivision.	Repair abutment of bridge over highway 467, section 303.
Saratoga National Historical Park.	Park Generaal	Develop alternate water supply and relocate fire pump.

The remaining 11 projects which will be begun but which will not be finished by the end of the fiscal year are:

Appomattox Courthouse	Village Area	Water, burglar, fire alarm, and suppression system.
Glacier National Park	Rising Sun	Reconstruct sewage system (completion).

Lowell National Historical Park.	Park General	Develop Dutton Street parking lot.
Lowell Historic Preservation Commission.	Park General	Remove Martin clothes and furniture and reconstruct Boott Mill Cultural Center.
Mount Rainier National Park.	Paradise	Sewage treatment plant flow equalization.
Natchez Trace Parkway	Parkway General	Construct 2.77 miles, bridges, comfort station.
National Capital Parks-Central.	Park General	Repair Kutz Bridge.
National Capital Parks-East	Meridian Hill	Restore aggregate walls and walks.
Yellowstone National Park	Mammoth (Wyoming).	Reconstruct water system (phase 3 of 4).
Yellowstone National Park	Canyon (Wyoming)	Construct water treatment system (completion).
Yosemite National Park	El Portal	Final effluent disposal facility.

COST ESTIMATES

Senator McClure. When you make cost estimates for 1980, 1981, and 1982, what year dollars are you using for those cost estimates?

Mr. Dickenson. Mr. Denny Galvin, manager of our Denver service center.

Mr. Galvin. Estimates are made based on what we think the escalation of construction costs are. So the estimates that are prepared for the 1982 construction budget are in 1982 dollars.

Senator McClure. That is true of 1981 dollars, current dollars, 1982 are 1982 dollars. What escalation figure did you use?

Mr. Galvin. Right now we are using about 9.6 percent a year. That is the latest figure out of the engineering news record.

Senator McClure. What's been the experience over the last 3 years?

Mr. Galvin. Actual experience has been 8 to 9 percent. Sometimes we have used higher escalation figures. That is a retrospective look based on construction cost index. We have used figures up to 15 percent at certain times. But the actual experience has been around 9 percent over the last 2½ years.

Senator McClure. When you say that actual experience, is that Park Service actual experience?

Mr. Galvin. No, sir, construction cost indices.

Senator McClure. Do you see the construction activities of the Park Service exactly paralleling the general construction activity indexes?

Mr. Galvin. Generally speaking, we do. Right now the construction industry is, I guess you would use the term, hungry. So we are getting lots of bids at our bid openings. This year we are averaging between 7 and 9 percent below the engineer's estimates on our bid openings.

Our experience last year was the same. That is, the engineer's estimates generally were higher than the low bid. That is a reversal of the experience of, say, the 1978, 1977 experience.

Senator McClure. Does that reflect higher estimates or lower bids?

Mr. Galvin. Lower bids. And also to some extent, perhaps, an overestimation of the escalation factors when we did the estimates. But overall, last year we came within 6 percent of the available funds. The year before, we came within two-tenths of 1 percent of the available funds. So the pluses and minuses tend to cancel.

In places like Florida and Hawaii, we are still experiencing difficulty in getting bidders and difficulty in getting our bids within the engineer's estimates or available funds, primarily because the construction industry there is busy building condominiums.

NEW AREAS

Senator McCLURE. Thank you. In your management fund you suggested that the management of park areas should increase by $4.7 million over 1981 appropriations, a 7-percent increase. But the justification states that this includes $617,300 for new areas in the National Park Service.

Are these new areas recent additions to the park system?

Mr. DICKENSON. Yes, sir, they are.

Senator McCLURE. Or are they ones that have been added in past years that have had practically no management?

Mr. DICKENSON. It would be since 1978.

Senator McCLURE. Since 1978.

Mr. DICKENSON. In most cases, this is the initial startup.

Senator McCLURE. The remainder of a little over $4 million, what will that be used for?

Ms. GARRETT. Mr. Chairman, I am not tying back to your figure, but the increases in the management of park areas other than those increases for the new areas relate to part of the increase for Alaska that the Director reflected in his opening remarks.

Senator McCLURE. That is not a new area?

Ms. GARRETT. It is a new area in the definition he used this morning. We have, for this purpose, separated out the other new areas from Alaska and treated Alaska as one item in the budget. You will see all the way through the budget that Alaska is mentioned separately from other areas that have been authorized.

Senator McCLURE. Is that $4 million increase attributable, then, to Alaska?

Ms. GARRETT. There is a total increase, and I am not sure which version you have, but if you are going from the green book, the increase at that time was $8 million. It has now been reduced back to $4 million. So, if you are reading from the green book, then, yes, the answer to your question is that that $4 million increase would be for Alaska. However, there have been changes to all those numbers as a result of the $4 million decrease to our increase for Alaska which the Director mentioned in his opening statement.

Senator McCLURE. Again, I am not sure I quite followed you through all the books. My thought process was not appropriately color coded. But if I understand, after all that was done, there is a $4 million increase in addition to the $617,000 identified for increases in management for new areas.

Ms. GARRETT. Yes, sir.

Senator MCCLURE. Is all that $4 million attributable to Alaska, or does it include other items?

Ms. GARRETT. I still can't pick up where you are. That increase would be for the new units in Alaska. That is where that would show up.

COST OF INTERPRETIVE SERVICES

Senator MCCLURE. Interpretation and visitors services is budgeted for an increase of $3½ million, a 6-percent increase over 1981 appropriations to date. Are these funds primarily related to pay increases and inflation increases?

Mr. DICKENSON. It is to cope with the effects of inflation primarily, simply because we have had to reduce in many of our park areas the kind of services we render to visitors. This is an attempt to restore some of those.

Senator MCCLURE. You show that your direct interpretive cost per visit is estimated to increase from 21 cents in 1980 to 29 cents in 1982. What was your 1979 actual cost?

Ms. GARRETT. Mr. Chairman, we would have to supply that for the record. I would like to say, however, that the major reason for those increases is the pay increase. The salaries of our people in the field have increased considerably over those 2 years, so that 21 cents to 29 cents is primarily related to pay costs. We will get that figure to you.

[The information follows:]

Interpretive cost per visit

	Fiscal 1979 actual
Direct interpretive cost per recreational visit	$0.19

RECREATIONAL VISITS

Senator MCCLURE. Also, you show the number of recreational visits for permanent interpretive positions is estimated to decline from 208,500 in 1980 to 185,900 in 1982. What was your 1979 actual experience?

Mr. DICKENSON. Again, we will have to provide that for the record, Mr. Chairman.

[The information follows:]

Recreational visits

	Fiscal 1979 actual
Number of recreational visits per permanent interpretive positions	197,500

LAW ENFORCEMENT

Senator MCCLURE. You are requesting an increase for visitor protection and safety activities of $6.3 million, an 11 percent increase over 1981 appropriations to date. This increase will largely be used to supplement ongoing patrol and enforcement activities. Does the National Park Service have any cooperative law enforcement agreements, whereby the NPS would provide funding to local law enforcement agencies who would, in turn, provide the actual law enforcement services?

Mr. DICKENSON. We do have an arrangement at Harper's Ferry, Mr. Chairman. That certainly covers the last 2 or 3 years in which——

Senator MCCLURE. Is that the only one you have?

Mr. DICKENSON. I am told that there may be one or two others, but it is certainly not a common——

Senator MCCLURE. In the main, you provide your own?

Mr. DICKENSON. Yes, sir.

Senator MCCLURE. You are proposing to reduce funding for the Harper's Ferry police force by $150,000 in 1981. Why?

Mr. DICKENSON. Simply because that was an appropriation add-on, Mr. Chairman, and has not been considered a regular part of our budget activity.

Senator MCCLURE. Are the Harper's Ferry police providing security at Harper's Ferry?

Mr. DICKENSON. Certainly; it is difficult to delineate a sharp line between National Park Service activities and community activities there. Under the cooperative arrangements which exist, assistance is given to our programs by them.

Senator MCCLURE. I don't mean to be argumentative or abrasive, but if I understand your response correctly, you didn't want the $150,000 added in the first place, Congress did it, so now you are going to take it out?

Mr. DICKENSON. I wouldn't want to characterize it quite like that, Mr. Chairman, but——

RESOURCES MANAGEMENT

Senator MCCLURE. But it is accurate. All right. Resources management is proposed for an increase of $14.4 million, a 25-percent increase over 1981 appropriations to date. Some of this increase, $2.8 million, will be used to support implementation of the prevention-mitigation program developed by the Service in response to the problems discussed in your "State of the Parks" report.

What is the difference between this activity and the park restoration and improvement program?

Mr. DICKENSON. There is no difference, Mr. Chairman. The only thing that this really represents is a different level of activity. The kinds of needs and requirements that we are attacking here are the same, and the $105 million simply represents a different level of effort.

Senator MCCLURE. Roughly the same area?

Mr. DICKENSON. Same general area.

Senator MCCLURE. In other words, these somewhat overlap?

Mr. DICKENSON. That's right, more work of the same kind. Yes.

Senator MCCLURE. Another part of this increase is targeted to the western engineering program assessment. Does this assessment cover potential exploration and development on national park system lands?

Mr. DICKENSON. No, sir, it does not.

Senator MCCLURE. I understand Secretary Watt has stated that the national park lands will be protected from mineral exploration or development. Is this a change from prior administration policy?

Mr. DICKENSON. No, sir, it is the same as prior administration policy.

AIR QUALITY

Senator MCCLURE. Another part of the resource management protection program is a $2 million increase for air quality. What specifically will the Service do with this increase?

Mr. DICKENSON. The national parks, by legislation, Mr. Chairman, are designated class I areas. Federal managers are charged with an affirmative responsibility to maintain that class I rating. In order to know what the level of air quality is, we have to measure and monitor that in order to comply with law.

What we are doing with the requested increase is extending the number of air quality monitoring units to other important national parks.

Senator MCCLURE. Is this $2 million limited to monitoring?

Mr. DICKENSON. Yes, sir.

Senator MCCLURE. Does the National Park Service's air quality concern extend off the park system and on to private lands?

Mr. DICKENSON. The monitoring system we are involved with concerns national parks only.

Senator MCCLURE. Monitoring is within the parks but the concerns would affect the off system quality?

Mr. DICKENSON. I have Dr. Briceland, our chief scientist.

Dr. BRICELAND. You did ask, "Was the work limited to monitoring?" That is the largest area but there are a total of seven areas. The first of these is permit reviews. This is the prevention of significant deterioration. This is what the Director referred to that we have an affirmative responsibility given to us by the Congress for reviewing any new facilities which have the potential to impact class I areas.

There is an element of that, permit reviews.

Senator MCCLURE. That is on activities outside the park?

Dr. BRICELAND. That would be on any activities outside the park that have the potential to impact functions inside the park.

The second area is the monitoring. A third activity relates to monitoring but it is specifically to document the major causes of impairment that are occurring. And that we have identified in 11 specific parks.

Senator MCCLURE. Can you provide those for the record?

Dr. BRICELAND. Right now if you like.

Senator MCCLURE. For the record would be fine.

[The information follows:]

MONITORING OF NATIONAL PARKS

The 11 parks for which we will attempt to identify and document the causes of visibility impairment are the following: Arches National Park; Big Bend National Park; Bryce Canyon National Park; Grand Canyon National Park; Great Smoky Mountains National Park; Guadalupe Mountains National Park; Joshua Tree National Monument; Mesa Verde National Park; Olympic National Park; Shenandoah National Park; and Voyageurs National Park.

Dr. BRICELAND. We have air pollution effect studies. This is where we have air pollution coming into the parks and are trying to make an assessment of the impacts of that on vegetation or other park resources. That is a relatively small item, nevertheless, I am identifying it for you.

Finally, we have 13 States who have requested assistance, cooperative assistance from the Park Service of working with them on air pollution, implementation of air pollution control program as it may affect the park. So, we have a small portion——

Senator McCLURE. How much of that?

Dr. BRICELAND. $150,000 associated with the 13 States.

Senator McCLURE. Could you provide for the record the breakdown of expenses by State?

Dr. BRICELAND. It would be basically the same for all of the 13 States.

Senator McCLURE. Pro rata, about $11,000?

Dr. BRICELAND. Roughly the same, sir, yes, sir.

Senator McCLURE. The Clean Air Act with respect to the class I areas directed that the Park Service should respond when the air quality related values for which the area was created might be impaired. That language is certainly imprecise. Some have charged it's more murky than the air involved. It was the effort by the Public Works Committee who drafted that language to say that not all air impairment should be prohibited. But some air quality impairment, visibility standards and so on, should be addressed by the national concern. These are areas of national significance.

Do you have criteria by which you determine what is an air quality-related value for which the park was created?

Dr. BRICELAND. Mr. Chairman, the term "air quality-related values" was defined by the Environmental Protection Agency. It specifically relates to any value that potentially could be impacted by air pollution or air degradation.

Senator McCLURE. Are you saying that the standard as you understand it developed by EPA says any impact?

Dr. BRICELAND. I will put it into our context. What we have tried to do was to identify which of the spectrum of air quality-related values are, in fact, significant to us.

Senator McCLURE. To the park system, or to the specific park?

Dr. BRICELAND. To the specific park. We treat them on a park-by-park basis, going in and asking, "Is it important, and why?" And we are in the process of developing a list of air quality-related values on a park-specific basis. We are required to do this and are in the process of doing this now.

Senator McCLURE. I think there is some rationale in trying to determine some criteria so people can have some objective standard by which they can determine what the impact might be and whether or not the Federal agency would be interested.

Certainly, the ability to see long distances is an inherent part of the value of Grand Canyon National Park. It has almost no significance to the enjoyment of the facilities at Dinosaur National Monument. I assume that is what you are trying to address, is that correct?

Dr. BRICELAND. That is one aspect of air quality-related value, yes, sir. There are others.

Senator McCLURE. Do you have that criteria developed now?

Dr. BRICELAND. For the so-called vistas, we do have a set of criteria that we are using on a very preliminary basis. They are the same as the Environmental Protection Agency published and went out for public comment almost a year and a half ago.

Senator McCLURE. There have been no changes in the last year and a half?

Dr. BRICELAND. Not as far as the Park Service is concerned.

Senator McCLURE. Back in January, the Service published proposed guidelines to identify certain park areas for air quality protection. Does the new administration intend to review those guidelines?

Dr. BRICELAND. Yes, sir, those guidelines were published in draft form in January. And the guidelines and the package of preliminary vistas identified as using those guidelines was reopened for public comment for a 45-day period last Tuesday. The answer is yes to your question.

Senator McCLURE. Thank you. Senator Bumpers.

THE LAND AND WATER CONSERVATION FUND

Senator BUMPERS. I just have three or four short questions, Mr. Chairman. Thank you.

Mr. Dickenson, one of the things that concerns me is how this money is going to be spent. I have a letter here from the Secretary to George Bush, the Vice President, which says, "Enclosed is a draft bill to amend the Land and Water Conservation Fund Act of 1965." The Secretary sets out the purposes for which money could be appropriated and allocated from the Land and Water Conservation Fund. He lists a whole series of things.

I want to ask you: Would that include improving facilities used by concessionaires?

Mr. DICKENSON. We had not really contemplated any impact on the concession operation out of the Land and Water Conservation Fund, Mr. Chairman. We have been thinking about those assets which are federally owned. And certainly, there is a great deal that needs to be done in the concession field. We are attempting this at Yellowstone, where we now own the concessionary interest.

We have been trying to provide for that in our budget structure. But again the $105 million as constituted does not impact concessionaire-owned operations.

Senator BUMPERS. It is not the Park Service intention, then, to use any of that money for concession-related facilities?

Ms. GARRETT. In the individual listing of projects which make up the $105 million, there are a number of National Park Service owned concession facilities which will benefit from the $105 million.

Senator BUMPERS. That is one of the things I wanted to get into.

Ms. GARRETT. Yes, sir, that is a true statement. There are projects that we have identified as a concession-related facility. This is in the justification.

There are some health and safety projects in the listing which are related to National Park Service owned concession facilities.

Senator Bumpers. Would you furnish this committee with a list of those concession-owned and operated facilities?

Ms. Garrett. Yes, sir.

[The information follows:]

Repair, restoration, and rehabilitation of National Park Service-owned concessioner facilities contained in the fiscal 1982 park restoration and improvement program (health and safety)

Bryce Canyon National Park:	
Rehabiliate three National Park Service concession buildings to fire code	$35,000
Replace unsafe walks, concession area	25,000
Park total	60,000
Cape Cod National Seashore:	
Correct electrical hazards, National Park Service-owned concessioner facility	7,000
Fire Island National Seashore:	
Install code-compliant fire protection system at Watch Hill Development (concession building, marina, visitor use building)	37,000
Isle Royale National Park:	
Fire and instrusion alarm, National Park Service-owned concessioner facility (Rock Harbor Lodge)	10,000
Sleeping Bear Dunes National Lakeshore:	
Repair deteriorated and unsafe National Park Service-owned concessioner boat dock	30,000
Statute of Liberty National Monument:	
Repair leaking roof of National Park Service-owned concession building	40,000
Total areas	184,000

Mr. Bettenberg. None of these are concessionaire-owned facilities. They are Park Service facilities operated by a concessionaire.

Senator Bumpers. But we furnish the facility?

Ms. Garrett. That is correct.

Senator Bumpers. OK. Assuming that Congress goes along with the parks recovery program, do you have a list of all the projects to be funded in 1982?

Mr. Dickenson. We do, sir.

Senator Bumpers. Has that been submitted to the committee?

Ms. Garrett. Not officially, Senator.

Senator Bumpers. Would you do so, please?

Ms. Garrett. Yes, sir. In fact, we have a summary in an alphabetical listing by park, which gives a total breakdown of all the $105 million distributed to the individual parks.

[The information follows:]

Park Restoration and Improvement Program
Summary of Fiscal 1982 request--by Park
(Amounts in Thousands)

04-10-81

	FY'81	FY'82	FY'82 Park Restoration and Improvement Program				Cultural		
PARK NAME	Maint. Add/on	Const.	Cap. Imp.	Health&Safety	Cyc. Maint.	Rep.Rehab.	Cyc.	Proj.	Totals FY'82 PRIP
ABRAHAM LINCOLN BPL NHS	--	--	--	--	--	100	8	--	108
ACADIA NP	49				40	20	20	--	80
ADAMS NHS	5					45	20		65
AGATE FOSSIL BEDS NM							10		10
ALIBATES FLINT QUAR NM									--
ALLEGHENY PORT RR NHS	25		45		44	45	16		150
AMERICAN MEMORIAL PARK									--
AMISTAD RA	50		76	100	30				206
ANDERSONVILLE NHS	16						17		17
ANDREW JOHNSON NHS									--
ANIAKCHAK NM & PRESERV									--
ANTIETAM NB			422		45		59		526
ANTIETAM NC									
APOSTLE ISLANDS NL	52				3		43		46
APPOMATTOX CRT HSE NHP	14	1,324				14	36		50
ARCHES NP					150	270			420
ARKANSAS POST NMEM									
ARLINGTON HOUSE RE LEE									
ASSATEAGUE ISLAND NS	45				3	10	7		20
AZTEC RUINS NM							12	33	45
BADLANDS NP				25	10	45			80
BANDELIER NM	181			450	70	20	27		567
BATTLEGROUND NC									
BEN FRANKLIN NMEM									
BENT'S OLD FORT NHS					2				2
BERING LAND BRIDGE NP									

	FY'81	FY'82	FY'82 Park Restoration and Improvement Program				Cultural		
ARK NAME	Maint. Add/on	Const.	Cap. Imp.	Health&Safety	Cyc. Maint.	Rep.Rehab	Cyc.	Proj.	Totals FY82 PRIP
IG BEND NP	23	514		281	500	115	8		904
IG CYPRESS NAT PRES					30	15			45
IG HOLE NB					1	6			7
IG SOUTH FORK NR&RA									
IG THICKET NATL PRES				5		4			9
IGHORN CANYON NRA					20	57	53		130
ISCAYNE NP					10				10
LACK CANYON OTG NM				15	7				22
LUE RIDGE PARKWAY	350		497	350	65	630	51		1,593
OOKER T WASHINGTON NM									
OSTON NHP			50	58			355		463
RICES CROSS ROADS NBS									
RYCE CANYON NP				75	55	502	82		714
UCK ISLAND REEF NM									
UFFALO NR	69		42	333	50	17			442
& O CANAL NHP	52			20	55	150	305		530
ABRILLO NM					3	2		141	146
ANAVERAL NS			89			25			114
ANYON DE CHELLY NM	17				4	1	13		18
ANYONLANDS NP				8	10	105			123
APE COD NS	15			45	30	3			78
APE HATTERAS NS	195			70	110		79		259
APE KRUSENSTERN NM									
APE LOOKOUT NS	29				20	20	95		135
APITOL REEF NP						150			150
APULIN MOUNTAIN NM	30			30	5	134			169

	FY'81	FY'82	FY'82 Park Restoration and Improvement Program				Cultural		
PARK NAME	Maint. Add/on	Const.	Cap. Imp.	Health&Safety	Cyc. Maint.	Rep.Rehab.	Cyc.	Proj.	Totals FY'82 PRIP
CARL SANDBURG HOME NHS							35		35
CARLSBAD CAVERNS NP	30			35	50	12			97
CASA GRANDE NM					10	1			11
CASTILLO DE SAN MARCOS					30		5		35
CASTLE CLINTON NM	15								
CATOCTIN MTN PARK	89			38		52			90
CEDAR BREAKS NM					5	20			25
CHACO CULTURE NHP			2,242	55	5		27	60	2,389
CHAMIZAL NMEM									
CHANNEL ISLANDS NM					60	50			110
CHATTAHOOCHEE RIVER NRA	40					30	20		50
CHEROKEE STRIP LIV MUS									
CHICAGO PORTAGE NHS									
CHICK CHATT NMP					40	80	75		195
CHICKASAW NRA	17			60	60	12			132
CHIMNEY ROCK NHS									
CHIRICAHUA NM				150	15		6		171
CHRISTIANSTED NHS							15		15
CLARA BARTON NHS									
COLONIAL NHP			118			27	82	25	252
COLORADO NM				30	4	20			54
CONGAREE SWAMP NM									
CORONADO NMEM				150	30				180
COULEE DAM RA	38			30	6	16	9		61
COWPENS NB					3				3
CRATER LAKE NP	219		2,684	10	80	110			2,884

	FY'81	FY'82	FY'82 Park Restoration and Improvement Program				Cultural		
PARK NAME	Maint. Add/on	Const.	Cap. Imp.	Health&Safety	Cyc.	Maint./Rep.Rehab.	Cyc.	/Proj.	Totals FY'82 PRIP
CRATERS OF THE MOON NM				12		46			58
CROW CREEK VILL ARCHEOL									
CUMBERLAND GAP NHP	5			130	10				140
CUMBERLAND ISLAND NS					3	5			8
CURECANTI RA				16	5	40			61
CUSTER BATTLEFIELD NM					2	25			27
CUYAHOGA VALLEY NRA	25		120		5	16	35	100	276
DE SOTO NMEM					2				2
DEATH VALLEY NM	1,002			70	100		78		248
DELAWARE WATER GAP NRA	160		80		50		60		190
DENALI NAT PK PRESERVE	1,065			463	200	400	35		1,098
DENALI NM									
DEVILS POSTPILE NM									
DEVILS TOWER NM				25		175			200
DINOSAUR NM				15	10	100			125
EBEY'S LANDING NHRES									
EDGAR ALLAN POE NHS									
EDISON NHS	5			5			23		28
EFFIGY MOUNDS NM	20				5	25			30
EISENHOWER NHS									
EL MORRO NM				27			5		32
ELEANOR ROOSEVELT NHS									
EUGENE O'NEILL NHS	21								
EVERGLADES NP	350				400	110			510
FATHER MARQUETTE NMEM									
FEDERAL HALL NMEM	15			8	10		10		28

	FY'81	FY'82	FY'82 Park Restoration and Improvement Program				Cultural		
PARK NAME	Maint. Add/on	Const.	Cap. Imp.	Health&Safety	Cyc. Maint./	Rep.Rehab.	Cyc./	Proj.	Totals FY'82 PRIP
FIRE ISLAND NS	83			163	410	140		200	913
FLORISSANT FOSS BEDS NM									
FORD'S THEATRE NHS	24			197			20		217
FORT BOWIE NHS					2				2
FORT CAROLINE NMEM									
FORT CLATSOP NMEM	22				4				4
FORT DAVIS NHS				36	6		63		105
FORT DONELSON NC					6				6
FORT DONELSON NMP									
FORT FREDERICA NM					6			100	106
FORT JEFFERSON NM					5		9	100	114
FORT LARAMIE NHS					5	10			15
FORT LARNED NHS							12		12
FORT MATANZAS NM									
FORT MCHENRY NM & HS				281			35	250	566
FORT NECESSITY NB							10		10
FORT POINT NHS									
FORT PULASKI NM									
FORT RALEIGH NHS									
FORT SCOTT NHS									
FORT SMITH NHS	44		63	60			50	200	373
FORT STANWIX NM	2								
FORT SUMTER NM		887			15		53	250	318
FORT UNION NM	28			165	5		15		185
FORT UNION TRAD POST									
FORT VANCOUVER NHS	50						10	310	320

PARK NAME	FY'81 Maint. Add/on	FY'82 Const.	FY'82 Park Restoration and Improvement Program Cap. Imp.	Health&Safety	Cyc. Maint.	Rep.Rehab.	Cultural Cyc.	Proj.	Totals FY'82 PRIP
FORT WASHINGTON PARK	35		1,298	52			15		1,365
FOSSIL BUTTE NM					10				10
FRED SPOT NMP			21	75		10			106
FREDERICK DOUGLASS HOME									
FREDERICK OLMSTED NHS				77				35	112
FREDERICK OLMSTED NHS *									
FREDERICKSBURG NC									
FRIENDSHIP HILL NHS									
GATES OF THE ARCTIC NPP									
GATEWAY NRA	16	1,965		200	100	50	50		400
GENERAL GRANT NMEM				25					25
GEO WASH BIRTHPLACE NM									
GEO WASH CARVER NM									
GEO WASH MEM PKWY	165			160	300	65	27	300	852
GEORGE ROGERS CLARK NHP			680				18		698
GEORGIA O'KEEFFE NHS									
GETTYSBURG NC									
GETTYSBURG NMP				127			200	72	399
GILA CLIFF DWELLINGS NM									
GLACIER BAY NP & PRESER					20				20
GLACIER NP	296	3,316		395	200	605	12		1,212
GLEN CANYON NRA			3,428	286	300	1,300	35		5,349
GLORIA DEI NHS									
GOLDEN GATE NRA				675	100	115	195	262	1,347
GOLDEN SPIKE NHS									
GRAND CANYON NP	90			236	1,100	1,000	126		2,462

PARK NAME	FY'81 Maint. Add/on	FY'82 Const.	FY'82 Park Restoration and Improvement Program Cap. Imp.	Health&Safety	Cyc. Maint.	Rep. Rehab.	Cultural Cyc.	Cultural Proj.	Total FY'82 PRIP
GRAND PORTAGE NM			542				9		551
GRAND TETON NP				360	60	2,725	50		3,195
GRANT-KOHRS RANCH NHS				20			4		24
GREAT SAND DUNES NM				15	5				20
GREAT SMOKY MTNS NP	300	2,277		370		660			1,030
GREENBELT PARK									
GUADALUPE MOUNTAINS NP	25		1,791	25					1,816
GUILFORD COURTHOUSE NMP									
GULF ISLANDS NS			3,427		10	80	24		3,541
HALEAKALA NP					20				20
HAMILTON GRANGE NMEM	10						125		125
HAMPTON NHS									
HARPERS FERRY NHP				77	5		70		152
HARPERS FERRY CTR	406							232	232
HAWAII VOLCANOES NP	8			30	20		9		59
HERBERT HOOVER NHS					5		24		29
HOHOKAM PIMA NM									
HOME OF FDR NHS							36	250	286
HOMESTEAD NM OF AMERICA						15			15
HOPEWELL VILLAGE NHS					10				10
HORSESHOE BEND NMP							25		25
HOT SPRINGS NP	155			32	10		77	100	219
HOVENWEEP NM				40					40
HUBBELL TRAD POST NHS	6			16			28		44
ICE AGE NSR									
INDEPENDENCE NHP	20			200			188	175	563
INDIANA DUNES NL					5	50			55

PARK NAME	FY'81	FY'82	FY'82 Park Restoration and Improvement Program				Cultural		
	Maint. Add/on	Const.	Cap. Imp.	Health&Safety	Cyc. Maint./	Rep.Rehab.	Cyc./	Proj.	Totals FT'82 PRIP
INTERNATL PEACE GARDEN									
ISLE ROYALE NP	800		15	200			45		260
JAMES A GARFIELD NHS									
JAMESTOWN NHS									
JEAN LAFITTE NHP & PRES				15					15
JEFFERSON MEMORIAL							50		50
JEFFERSON N E M NHS			2,461			35	31		2,527
JEWEL CAVE NM									
JFK CTR FOR PERF ARTS									
JOHN D ROCKEFELLER PKWY					40	500			540
JOHN DAY FOSSIL BEDS NM	35			16					16
JOHN F KENNEDY NHS				18			30		48
JOHN MUIR NHS				55			15		70
JOHNSTOWN FLOOD NMEM									
JOSHUA TREE NM					30				30
Kalaupapa NHP	35						12	505	517
KALOKO-HONOKOHAU NHP									
KATMAI NAT PK & PRESER	118								
KENAI FJORDS NP									
KENNESAW MOUNTAIN NBP									
KINGS CANYON NP									
KINGS MOUNTAIN NMP					10				10
KLONDIKE GOLD RUSH NHP								500	500
KNIFE R INDIAN VILL NHS					2				2
KOBUK VALLEY NP									
LAKE CHELAN NRA									
LAKE CLARK NP & PRESER									

PARK NAME	FY'81	FY'82	FY'82 Park Restoration and Improvement Program				Cultural	
	Maint. Add/on	Const.	Cap. Imp.	Health&Safety	Cyc. Maint.	/Rep.Rehab	Cyc./Proj.	Totals FY'82 PRIP
LAKE MEAD NRA	90		40	170	250	407		867
LAKE MEREDITH RA	25							
LASSEN VOLCANIC NP	48			62	50	44	90	246
LAVA BEDS NM				10				10
LEHMAN CAVES NM								
LEWIS & CLARK NHT								
LINCOLN BOYHOOD NMEM								
LINCOLN HOME NHS			110				24	134
LINCOLN MEMORIAL								
LONGFELLOW NHS	64						50	50
LOWELL NHP		720		184			75	259
Lowell HPC		396						
LOWER SAINT CROIX RIVER								
LYNDON B JOHNSON MEM GR								
LYNDON B JOHNSON NHP	33			355			11	366
MAGGIE L WALKER NHS								
MAMMOTH CAVE NP	165			150	40	120	25	335
MANASSAS NBP					4		9	13
MAR-A-LAGO NHS								
MARTIN VAN BUREN NHS	3		878	30				908
MARY MCLEOD BETHUNE NHS								
MCLOUGHLIN HOUSE NHS								
MESA VERDE NP			300	255	120	1,700	138	2,513
MINUTE MAN NHP	8				10		20	30
MONOCACY NB								
MONTEZUMA CASTLE NM				300	10			310
MOORES CREEK NBP								

(Amounts in Thousands)

PARK NAME	FY'81 Maint. Add/on	FY'82 Const.	FY'82 Park Restoration and Improvement Program Cap. Imp.	Health&Safety	Cyc. Maint./	Rep.Rehab.	Cultural Cyc./Proj.	Totals FY'82 PRIP
MORMON PIONEER NHT								
MORRISTOWN NHP	34				10		62	72
MOUND CITY GROUP NM	481							
MOUNT RAINIER NP		786	4,798	687	190	170		5,845
MOUNT RUSHMORE NMEM		189		130	10	34		174
MUIR WOODS NM								
NATCHEZ TRACE PARKWAY		12,039	30		500			530
NCP-Central National Mall		3,900		5	70			75
NCP-East		876		474	50			524
NATIONAL VISITOR CENTER								
NATURAL BRIDGES NM					50			50
NAVAJO NM	3			20			11	31
NEW MARKET HGTS. NHS								
NEW RIVER GORGE N RIVER								
NEZ PERCE NHP	9							
NINETY SIX NHS								
NOATAK NAT PRESERVE								
NORTH CASCADES NP	66			177	210	159		546
OBED WILD & SCENIC RIV								
OCMULGEE NM								
OLYMPIC NP	523		5,920	905	150	304	5	7,284
OREGON CAVES NM	100			240				240
OREGON NST								
ORGAN PIPE CACTUS NM					20			20
OZARK NSR				115	20		28	163
PADRE ISLAND NS				22	10			32
PALO ALTO BFLD NHS								

PARK NAME	FY'81 Maint. Add/on	FY'82 Const.	FY'82 Park Restoration and Improvement Program Cap. Imp.	Health&Safety	Cyc. Maint.	Rep.Rehab.	Cultural Cyc.	Cultural Proj.	Totals FY'82 PRIP
PEA RIDGE NMP				60	10	45	18		133
PECOS NM				10					10
PENNA AVENUE NHS									
PERRY'S VICTORY & IPM			2,454				11		2,465
PETERSBURG NB						19			19
PETRIFIED FOREST NP				44	20		21		85
PICTURED ROCKS NL				15		25	12		52
PINNACLES NM	7						5		5
PIPE SPRING NM				23					23
PIPESTONE NM									
PISCATAWAY PARK									
POINT REYES NS				145		17	3	300	465
POPLAR GROVE NC									
PRINCE WILLIAM FOR PK	22				25	140			165
PUUHONUA O HONAUNAU NHP									
PUUKOHOLA HEIAU NHS									
RAINBOW BRIDGE NM									
REDWOOD NP					25	12			37
RICHMOND NBP									
RIO GRANDE RIVER									
ROCK CREEK PARK	50				20	65			85
ROCKY MOUNTAIN NP				836	200	1,600	23		2,659
ROGER WILLIAMS NMEM									
ROOSEVELT CAMPOBELLO IP									
ROSS LAKE NRA									
RUSSELL CAVE NM									

PARK NAME	FY'81 Maint. Add/on	FY'82 Const.	FY'82 Park Restoration and Improvement Program Cap. Imp.	Health&Safety	Cyc. Maint.	/Rep.Rehab.	Cultural Cyc.	/Proj.	Totals FY'82 PRIP
SAGAMORE HILL NHS							7		7
SAGUARO NM									
SAINT CROIX NSR				105					105
SAINT PAUL'S CHURCH	43								
SAINT-GAUDENS NHS	3			6			20		26
SALEM MARITIME NHS	3						10		10
SALINAS NM				5					5
SAN ANTONIO MISSIONS NM									
SAN JOSE MISSION NHS *									
SAN JUAN ISLAND NHP									
SAN JUAN NHS			5,500	170	20				5,690
SANTA MONICA MTNS NRA				135					135
SARATOGA NHP		266		14			15		29
SAUGUS IRON WORKS NHS	16								
SCOTTS BLUFF NM									
SEQUOIA NP	580			60	245	539	10		854
SEWALL-BELMONT HSE NHS									
SHENANDOAH NP	250		1,471		20		6		1,497
SHILOH NC									
SHILOH NMP									
SITKA NHP			1,254				22		1,276
SLEEPING BEAR DUNES NL	15		962	240	15	75	26		1,318
SPRINGFIELD ARMORY NHS									
ST CROIX ISLAND NM									
STATUE OF LIBERTY NM	210		1,917	40	50	70		250	2,327
STONES RIVER NB							26		26

PARK NAME	FY'81 Maint. Add/on	FY'82 Const.	FY'82 Park Restoration and Improvement Program Cap. Imp.	Health&Safety	Cyc. Maint.	/Rep.Rehab.	Cultural Cyc.	/Proj.	Totals FY'82 PRIP
STONES RIVER NC									
SUNSET CRATER NM				20					20
THAD KOSCIUSZKO NMEM									
THEO ROOSEV INAUG NHS									
THEO ROOSEVELT BPL NHS	20						10		10
THEODORE ROOSEVELT IS									
THEODORE ROOSEVELT NP				424	70	240			734
THOMAS STONE NHS									
TIMPANOGOS CAVE NM									
TONTO NM									
TOURO SYNAGOGUE NHS									
TUMACACORI NM									
TUPELO NB									
TUSKEGEE INSTITUTE NHS									
TUZIGOOT NM									
UPPER DELAWARE RIVER	65								
VALLEY FORGE NHP	250			550	10		40		600
VANDERBILT MANSION NHS	159						12	250	262
VICKSBURG NC									
VICKSBURG NMP						64	100		164
VIRGIN ISLANDS NP							80		80
VOYAGEURS NP	18			31	15				46
WALNUT CANYON NM				130					130
WAR IN THE PACIFIC NHP									
WASHINGTON MONUMENT									
WHISKEYTOWN NRA	13			25					25

	FY'81	FY'82	FY'82 Park Restoration and Improvement Program				Cultural		
PARK NAME	Maint. Add/on	Const.	Cap. Imp.	Health&Safety	Cyc. Maint./	Rep.Rehab	Cyc./	Proj.	Totals FY'82 PRIP
WHITE HOUSE	96								
WHITE SANDS NM				22	10				32
WHITMAN MISSION NHS	32								
WILLIAM HOWARD TAFT NHS									
WILSON'S CREEK NB	112								
WIND CAVE NP				45		24			69
WOLF TRAP FARM PARK	76			186	25				211
WOMEN'S RIGHTS NHP									
WOMENS RIGHTS NHP *									
WRANGELL-ST. ELIAS NPP									
WRIGHT BROTHERS NMEM									
WUPATKI NM	66		118	68			8		194
YELLOWSTONE NP	3,702	13,241	2,016	1,260	500	1,500			5,276
YORKTOWN NC									
YOSEMITE NP	358	4,770		947	700	1,000	324		2,971
YUCCA HOUSE NM									
YUKON-CHARLEY RIVERS NP									
ZION NP			41	200	80	158			479
TOTALS	14,750	47,466	48,000	18,000	9,232	19,768	5,000	5,000	105,000

CONCESSIONAIRE FUNDS

Senator BUMPERS. Now with regard to concessionaires—right now the fees they pay under their contracts go into the Treasury. I don't really believe that this committee does a very good job of tracking that. I don't think we really have a good understanding of whether those contracts are fair, how much they produce, and so on.

My question is this: Would you have any objection to those funds being put into a revolving fund, so that they would go right back to the Park Service rather than to the general treasury? You would then simply get the Congress' approval to use that money.

I think it would dramatize and give a lot more visibility to this whole concession program. I would like to see that money put into a revolving fund for the Park Service. I think it would help this committee stay on top of the situation more.

I personally think some of these contracts are too low. But that is another question. Do you have any objection to this idea of a revolving fund?

Mr. DICKENSON. No, sir. The idea has been advanced in the past. Certainly the outlook for attempting to take care of our concession responsibilities, that is, where the concessionary interest is owned by the Federal Government, is an extraordinarily difficult thing to accomplish within the Federal appropriations concept when you have a period of fiscal constraint such as we have now.

By providing a revolving fund, by the creation of a public benefit corporation, there are a number of devices I think that could aid and abet this process a great deal. Certainly from the National Park Service standpoint we would support that concept.

Senator BUMPERS. If you would permit me, Russell, I see Buddy Surles. Didn't we do that in Arkansas, Buddy?

Mr. SURLES. Yes, sir.

Senator BUMPERS. I understand that the Department recently transmitted legislation to the Hill to delete language in section 8 of the General Authorities Act, which requires a list at the beginning of each Congress of areas which appear to be of national significance and which may have potential for inclusion in the park system.

I understand the chairman got into this before I got here, did you not?

Senator MCCLURE. Yes.

VALUE OF A PARK "HIT" LIST

Senator BUMPERS. Jim Watt says there is no "hit" list, but that is where he and I disagree. I think maybe in this period of belt-tightening there ought to be a "hit" list. I was for getting that Mar-A-Lago thing out of the park system.

I know of a lot of parks but just to accommodate a member of this committee. I would like you to look at those areas which really do have national significance with a view toward adding some. I can't quarrel too much with the idea that we oughtn't add parks when the ones we have are hurting so much for lack of repair, maintenance, and so on. It appears that maybe that list would be much more valuable to us now than it has been in the past, during this belt-tightening time.

Mr. DICKENSON. There are a number of factors at work here, Mr. Bumpers. One is it is true the system is greatly stressed at the present time in an effort to meet adequate operational standards with the extraordinary growth of the system in recent years. At the same time the Congress also last year recognized, I think, the same factor, and reduced our new area studies in 1981 fiscal year to the level of $100,000, a dramatic drop, over $1 million cut. The Congress took that action itself.

Senator BUMPERS. Once that list is compiled, Russell, it would not cost very much to keep it up-to-date, would it?

Mr. DICKENSON. In terms of proposed new areas?

Senator BUMPERS. Yes.

Mr. DICKENSON. Oh, I think there are obvious candidate areas that probably have all of the qualities and national significance one could wish. Those are there lying in wait, ready for consideration at some future time. But the fact of the matter is that as long as we are straining to try to operate the existing system now, the position of the administration is that we would prefer not to comply with the section 8 of the National Park Act of 1978 and not send any candidate areas at all.

In other words, a moratorium on new areas until we can get the system operating adequately.

Senator BUMPERS. Of course having a list doesn't mean we are going to insist something be added. Certainly I wouldn't insist something be added without additional funding to take care of it. But if there are areas of national significance that are in danger, this committee ought to know about it.

Mr. DICKENSON. I agree with that, sir. Certainly from a professional standpoint if we have candidate areas that are threatened to be altered irrevocably, certainly we ought to advise the committee of that process. But at the present time I know of none that fit that particular category.

Senator BUMPERS. Have you seen the last list that was submitted? I assume it was submitted in the early part of 1981.

Mr. DICKENSON. I would have seen that, yes, Mr. Chairman. Although I didn't have any hand in helping to produce it. I have only been Director for a year.

CONCESSIONER INVOLVEMENT IN PARKS

Senator BUMPERS. Let me ask you this. I should have asked the Secretary when he was here the other day. In his speech to the Conference of National Park Concessions, the Secretary said to those concessionists that he had spoken with the group before and had "enjoyed those friendships and have been eager for this meeting to come before you folks because you folks are going to play a tremendously important growing role in the administration of our national parks and we are going to reach out and involve you in some areas that you haven't been asked to be involved in before. I shouldn't say that. We are going to ask you to be involved in areas that you haven't been allowed in before."

What are those areas?

Mr. DICKENSON. I don't believe I can answer that question.

Senator BUMPERS. Well, it's not a fair question and I'm not going to insist that you try to answer it. As I say, I should have asked the Secretary but I thought you might know what he was talking about.

Mr. DICKENSON. I can give you my impression. I was present when the Secretary made that——

Senator BUMPERS. I see you got a standing ovation here. Probably because you're a Republican. Are you?

[Laughter.]

Senator MCCLURE. Be careful how you answer that.

Senator BUMPERS. You don't have to answer that question.

Mr. DICKENSON. The only title that I can——

Senator BUMPERS. No; the Secretary cleared that up, in all fairness, later on. He said, no, he's not a Republican, he's a professional.

[Laughter.]

Mr. DICKENSON. I appreciated the Secretary's description and remarks but I look at myself only as a professional park director. But I believe the Secretary is talking about the kind of partnership role, the kind of visibility, the important corollary role that concessioners have to play in park operation.

National parks have depended and will continue to depend upon heavy private sector involvement as it relates to capital investment as well as the kind of operations relative to overnight accommodations, food services, transportation, all of which would never be attempted to be provided by the Federal Government. It is simply my view that the Secretary is talking about strengthening that relationship and giving it the kind of visibility and important role that we would like to see them have.

I personally do not see it as giving any kind of license to concessioners to expand operations or accommodations beyond the terms of contract. Everything that happens in a national park as it relates to the Federal Government and the concessioner is controlled by that contract. Ultimately that is the controlling feature of everything that happens. So I don't see that the Secretary was trying to mean anything other than a high visibility and expanded kind of relationship.

Senator BUMPERS. Russell, under their contracts are they required to give you a P. & L. statement at the end of each year on each facility?

Mr. DICKENSON. That is correct, sir. All rates are controlled. Every aspect is monitored.

Senator BUMPERS. Do you have a uniform accounting system for concessioners?

Mr. DICKENSON. We have a requirement that the concessioner have a certified public accountant report.

Senator BUMPERS. But there is no uniform system designed by the Park Service, is there?

Mr. DICKENSON. We have a reporting form, so that there is consistency between every concessioner in that regard.

Senator BUMPERS. Let me ask you about the lodge at Yellowstone. What, if anything, has been done out there about the fire hazard problem at the lodge?

PROGRESS IN ELIMINATING SAFETY HAZARDS

Mr. DICKENSON. A considerable amount has been accomplished at several areas——

Senator BUMPERS. I think Crater Lake was one, was it not?

Mr. DICKENSON. It is included within our proposed $105 million. There have been some interim steps taken in every case where there has been life, health safety features identified. We have worked on those at least on an interim basis. But at Yellowstone in terms of fire escape, smoke detectors, other kinds of alarm devices, we have made, I would say significant progress. This is the Old Faithful Inn. All of the old major overnight accommodations have been treated with that in mind.

Senator BUMPERS. Do you feel reasonably secure about Old Faithful Inn now from a fire safety standpoint?

Mr. DICKENSON. Certainly the enclosed stairwell, the kind of alarm devices, the kind of fire suppression services that are available give us every chance to try to save lives.

With any of the old hotels, Senator, what you are really dealing with is not an attempt to try to save assets or structure. What you are trying to do is to deal with a quick alarm, notification, and save lives. That has been the whole basis of our effort and I feel reasonably confident that we will save lives in case fire ever occurs in that area.

Senator BUMPERS. I'm comforted by that because when I was chairman of the subcommittee on national parks that was a source of great concern to me. I knew all of us were going to be in big trouble if we ever lost lives in a fire in one of those lodges.

Mr. DICKENSON. I am very aware of that. One of the more recent events concerns the transfer sale of the Glacier Park, Inc. from Don Hummel to the Greyhound Corp. As a part of that sale and in negotiating the terms, we arranged with the company for a significant investment in those facilities at Glacier to accomplish the life, and health safety code features that are important.

In addition, the company has agreed to improve those facilities in other ways. I consider that an important turning point that has occurred with concessioners in recent times.

The private sector does see national parks, I think, as an important element of their operations. The capital investment dollars, the venture capital dollars are there for the major parks if we can make it attractive over a sufficient period of time, a sufficient length of contract to allow that corporation or individual to recapture their investment. So there is a lot of partnership featured in working out these contracts.

I see Glacier as symbolizing that most recently.

CRIME IN THE PARKS

Senator **Bumpers**. What was the crime rate in the national parks in 1980 compared to 1979?

Mr. **Dickenson**. While they are looking for the statistics, my firm impression is that we have just about stabilized. True, we have added a lot of additional areas and that tends to distort the figures somewhat. Nevertheless, the kind of heavy vandalism and the kind of antisocial activity which we found to be rather common back in the 1960's and early 1970's have tended to diminish.

We see, I think, as a general characterization, a new realization by park users that the national parks do represent special places and that they are willing to extend their citizenship responsibilities to them.

Senator **Bumpers**. Do all these people who are hired for security purposes carry guns?

Mr. **Dickenson**. No, sir.

Senator **Bumpers**. How many of them do and how do you make that determination?

Mr. **Dickenson**. Very much on a case-by-case basis. We operate on the basis that rangers, not all rangers, but most rangers are commissioned as law enforcement officers, which means that they have special training and are required to go through 400-plus hours of actual instruction in law enforcement to ensure people's rights, protection, et cetera.

We put rangers who have commissions in those areas where the vandalism or the exposure to crime or law enforcement activities is rather severe. The smaller areas of the Service, the smaller monuments, smaller historical areas, do not have that kind of pressure. The visitation is aimed in another direction. Most of the activity occurs in urban areas, urban national recreation areas or in the large areas like Lake Mead or in the large national parks like Yosemite, where there is a heavy concentration of people and a heavy proportion of young people who come specifically to that, outside of family or parental influence.

You see young people who are coming for a good time, vacation. But they are coming as a group of young people. If there has to be one sort of single problem that we are concerned with, that we give special attention to, that is it. That produces the vandalism, the rowdiness, the kind of antisocial behavior which is sort of characteristic of that.

Another one we run into in some areas has to do with car break-ins. In the Pacific Northwest, common to Olympic National Park where you have a wilderness park and no interior roads, and people who use that park go to selected areas, park their car, walk into the park for overnight or a week or whatever, and their car remains unattended but locked at an isolated trailhead. When they come back, many times, unfortunately, glass has been broken or the door has been sprung or the trunk has been lifted, and any valuables that might be there, including sometimes batteries or other things, are gone. It is a tough problem.

Unless you have the kind of manpower that can make unscheduled but frequent checks of those isolated trailheads, that is the only way I know to try to come to grips with that particular law enforcement problem.

Ms. GARRETT. Senator Bumpers, we have some detailed information which we will be happy to provide for the record. But——

Senator BUMPERS. Do you have it on a park-by-park basis?

Ms. GARRETT. Yes, sir, we do. I might mention a couple of figures to you to put it into perspective. For the last year for which we have the information accumulated, calendar year 1979, our record shows that the number of physical arrests per million visits was 23.7.

Per million visits we had, number of petty crimes, 29.4. And the number of felonies per million visits, 31.9.

As I said, we do have quite detailed information that we would be glad to provide for the record.

Senator BUMPERS. I see this is available here in the justification.

Ms. GARRETT. Yes, sir.

Senator MCCLURE. Do you have it for later than 1979?

Ms. GARRETT. I believe we now have it for 1980.

Senator MCCLURE. Would you provide that for us for the record, please?

Ms. GARRETT. Yes, sir.

[The information follows:]

U. S. DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

PART I OFFENSES, 1981 SUMMARY, FOR SOUTHEAST REGION
Vandalism--Public Use/Recreation

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
5120	BIG CYPRESS NAT PRES	150212	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE NIGHT	1	
		60104	LARCENY - (NON AUTO), $100 +, FROM AUTO	1	34
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	1	1,850
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	2	1,525
		160205	LARCENY - (NON AUTO), $50-99, AUTO PARTS & ACCESSORIES	1	80
		160207	LARCENY - (NON-AUTO), $50-99, FROM BUILDINGS	1	145
		160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	4	300
		1603 9	LARCENY - (NON AUTO), $15-49, ALL OTHER	2	50
		180000	ARSON	6	
		100100	VANDALISM, GOVERNMENT PROPERTY	4	30
		100300	VANDALISM, PRIVATE PROPERTY	3	400
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	1	
			PARK TOTAL	27	4,414
5130	BIG SOUTH FORK NR&RA	150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	2	3,050
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	1	851
		160204	LARCENY - (NON AUTO), $50-99, FROM AUTO	1	50
		160207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	1	
		180000	ARSON	1	
		10010	VANDALISM, GOVERNMENT PROPERTY	1	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	2	
			PARK TOTAL	9	3,951
5140	BLUE RIDGE PARKWAY	140100	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	3	
		140200	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		140400	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		150111	BURGLARY, FORCIBLE ENTRY, RESIDENCE - DAY	1	
		150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE UNKNOWN	1	455
		150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	5	2,802
		150122	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - NIGHT	1	90
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	2	4,[illegible]89
		150223	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - UNKNOWN	1	374
		150322	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - NIGHT	1	30
		160102	LARCENY - (NON-AUTO), $100 +, PURSE-SNATCHING	1	420
		160104	LARCENY - (NON-AUTO), $100 +, FROM AUTO	8	4,315
		160105	LARCENY - (NON AUTO), $100 +, AUTO PARTS & ACCESSORIES	2	200
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	2	1,360
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	28	7,250
		160204	LARCENY - (NON-AUTO), $50-99, FROM AUTO	6	453
		160205	LARCENY - (NON AUTO), $50-99, AUTO PARTS & ACCESSORIES	3	350
		160206	LARCENY - (NON-AUTO), $50-99, BICYCLES	1	110
		160207	LARCENY - (NON-AUTO), $50-99, FROM BUILDINGS	3	305
		160208	LARCENY - (NON AUTO), $50-99, FROM COIN OP MACHINES	2	122
		160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	27	1,086
		160304	LARCENY - (NON-AUTO), $15-49, FROM AUTO	2	65
		160307	LARCENY - (NON-AUTO), $15-49, FROM BUILDINGS	4	84
		160308	LARCENY - (NON-AUTO), $15-49, FROM COIN-OP MACHINES	6	141
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	32	933

PART I OFFENSES, 1983 SUMMARY, FOR SOUTHEAST REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
5140	BLUE RIDGE PARKWAY	170200	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		100000	VANDALISM, GENERAL	6	255
		100100	VANDALISM, GOVERNMENT PROPERTY	110	7,759
		100200	VANDALISM, MOVABLE PROPERTY	2	350
		100300	VANDALISM, PRIVATE PROPERTY	10	8,625
		100400	VANDALISM, STOVES AND OTHER OBJECTS	8	750
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	8	380
			PARK TOTAL	281	43,938
5160	CARL SANDBURG HOME NHS	160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	1	45
			PARK TOTAL	1	45
5170	GUILFORD COURTHOUSE NMP	160204	LARCENY - (NON-AUTO), $50-99, FROM AUTO	1	100
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	2	135
		100100	VANDALISM, GOVERNMENT PROPERTY	11	820
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	8	
			PARK TOTAL	22	1,055
5180	CANAVERAL NS	120100	RAPE, FORCIBLE: RAPE OF FORCE	1	
		140500	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE UNKNOWN	1	
		160101	LARCENY - (NON AUTO), $100 +, POCKET-PICKING	1	200
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	23	7,031
		160105	LARCENY - (NON AUTO), $100 +, AUTO PARTS & ACCESSORIES	1	253
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	1	1,450
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	1	125
		160204	LARCENY - (NON AUTO), $50-99, FROM AUTO	14	1,165
		160205	LARCENY - (NON AUTO), $50-99, AUTO PARTS & ACCESSORIES	1	60
		160207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	2	90
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	8	463
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	13	431
		160305	LARCENY - (NON AUTO), $15-49, AUTO PARTS & ACCESSORIES	5	166
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	13	343
		170100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	497
		100000	VANDALISM, GENERAL	5	33
		100100	VANDALISM, GOVERNMENT PROPERTY	43	968
		100200	VANDALISM, MOVABLE PROPERTY	3	275
		100300	VANDALISM, PRIVATE PROPERTY	1	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	93	
			PARK TOTAL	227	13,524
5187	WRIGHT BROTHERS NMEM	160104	LARCENY - (NON-AUTO), $100 +, FROM AUTO	1	1,800
		160303	LARCENY - (NON-AUTO), $15-49, SHOPLIFTING	1	23
		100100	VANDALISM, GOVERNMENT PROPERTY	2	190
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	2	
			PARK TOTAL	6	2,013
5190	CAPE HATTERAS NS	140300	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	

PART I OFFENSES, 1981 SUMMARY, FOR SOUTHEAST REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
5190	CAPE HATTERAS NS	140400	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	5	
		140500	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	6	
		150111	BURGLARY, FORCIBLE ENTRY, RESIDENCE DAY	1	115
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	1	
		160101	LARCENY - (NON AUTO), $100 +, POCKET PICKING	2	655
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	14	7,212
		160105	LARCENY - (NON AUTO), $100 +, AUTO PARTS & ACCESSORIES	1	320
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	16	7,698
		160204	LARCENY - (NON AUTO), $50-99, FROM AUTO	10	941
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	9	849
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	5	115
		160305	LARCENY - (NON AUTO), $15-49, AUTO PARTS & ACCESSORIES	2	15
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	20	710
		100000	VANDALISM, GENERAL	3	1,537
		100100	VANDALISM, GOVERNMENT PROPERTY	80	3,707
		100200	VANDALISM, MOVABLE PROPERTY	2	80
		100300	VANDALISM, PRIVATE PROPERTY	3	220
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	6	
			PARK TOTAL	187	24,174
5210	CAPE LOOKOUT NS	140500	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	5	145
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE UNKNOWN	2	2
		150313	BURGLARY, ATTEMPTED FORCIBLE ENTRY, RESIDENCE UNKNOWN	1	21
		150323	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - UNKNOWN	2	50
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	1	400
		160204	LARCENY - (NON AUTO), $50-99, FROM AUTO	1	60
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	4	8,161
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	1	40
		100100	VANDALISM, GOVERNMENT PROPERTY	5	1,275
		100300	VANDALISM, PRIVATE PROPERTY	2	600
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	3	
			PARK TOTAL	28	10,754
5220	CHICK CHATT NMP	120100	RAPE, FORCIBLE; RAPE OF FORCE	1	
		150122	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - NIGHT	1	
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	1	10
		150311	BURGLARY, ATTEMPTED FORCIBLE ENTRY, RESIDENCE DAY	1	
		150321	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - DAY	1	50
		160104	LARCENY (NON AUTO), $100 +, FROM AUTO	1	1,350
		160105	LARCENY (NON AUTO), $100 +, AUTO PARTS & ACCESSORIES	1	2,000
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	2	110
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	2	315
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	3	725
		170200	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		100000	VANDALISM, GENERAL	3	300
		100100	VANDALISM, GOVERNMENT PROPERTY	5	320
		100200	VANDALISM, MOVABLE PROPERTY	2	208

PART I OFFENSES, 1983 SUMMARY, FOR SOUTHEAST REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
5220	CHICK CHATT NMP	100400	VANDALISM, STONES AND OTHER OBJECTS	2	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	1	
			PARK TOTAL	24	5,388
5230	CUMBERLAND GAP NMP	130301	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE DAY	1	160
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	2	472
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	1	1,120
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	1	200
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	1	200
		160205	LARCENY - (NON AUTO), $50-99, AUTO PARTS & ACCESSORIES	1	275
		160207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	1	131
		160208	LARCENY - (NON AUTO), $50-99, FROM COIN-OP MACHINES	1	50
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	3	150
		160307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	2	52
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	3	18
		100100	VANDALISM, GOVERNMENT PROPERTY	17	353
		100200	VANDALISM, MOVABLE PROPERTY	1	30
		100300	VANDALISM, PRIVATE PROPERTY	2	32
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	8	
			PARK TOTAL	46	3,143
5250	BISCAYNE NM	110200	CRIMINAL HOMICIDE, MANSLAUGHTER BY NEGLIGENCE	1	
		150123	BURGLARY, FORCIBLE ENTRY, NON RESIDENCE - UNKNOWN	9	1,550
		150211	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE DAY	1	796
		160104	LARCENY - (NON-AUTO), $100 +, FROM AUTO	2	2,270
		160105	LARCENY - (NON-AUTO), $100 +, AUTO PARTS & ACCESSORIES	1	5
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	3	5,290
		160205	LARCENY - (NON AUTO), $50-99, AUTO PARTS & ACCESSORIES	2	95
		160207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	1	75
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	2	174
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	2	60
		60305	LARCENY - (NON-AUTO), $15-49, AUTO PARTS & ACCESSORIES	1	26
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	3	97
		170100	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	1	2,400
		100100	VANDALISM, GOVERNMENT PROPERTY	3	150
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	7	
			PARK TOTAL	39	12,988
5260	CASTILLO DE SAN MARCOS	150211	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE DAY	1	28
		150223	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - UNKNOWN	1	
		160104	LARCENY (NON-AUTO), $100 +, FROM AUTO	2	1,300
		160106	LARCENY - (NON-AUTO), $100 +, BICYCLES	1	500
		160107	LARCENY - (NON-AUTO), $100 +, FROM BUILDINGS	1	250
		160204	LARCENY - (NON-AUTO), $50-99, FROM AUTO	2	10
		60206	LARCENY - (NON-AUTO), $50-99, BICYCLES	1	170
		160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	1	100
		160304	LARCENY - (NON-AUTO), $15-49, FROM AUTO	1	4

PART I OFFENSES, 1983 SUMMARY, FOR SOUTHEAST REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
5260	CASTILLO DE SAN MARCOS	160307	LARCENY - (NON-AUTO), $15-49, FROM BUILDINGS	1	10
		170200	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	1	16,399
		100100	VANDALISM, GOVERNMENT PROPERTY	9	480
		100200	VANDALISM, MOVABLE PROPERTY	1	50
		100400	VANDALISM, STOVES AND OTHER OBJECTS	1	30
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	2	
			PARK TOTAL	26	19,031
5270	FORT MATANZAS NM	160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	1	495
		160309	LARCENY (NON-AUTO), $15-49, ALL OTHER	6	62
		100100	VANDALISM, GOVERNMENT PROPERTY	8	55
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	17	
			PARK TOTAL	32	612
5280	EVERGLADES NP	120200	RAPE, FORCIBLE; ASSUALT TO RAPE - ATTEMPTS	1	
		140300	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		140400	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	2	44
		140500	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	2	
		150111	BURGLARY, FORCIBLE ENTRY, RESIDENCE DAY	1	
		150112	BURGLARY, FORCIBLE ENTRY, RESIDENCE - NIGHT	1	
		150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	5	146
		150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE DAY	1	120
		150122	BURGLARY, FORCIBLE ENTRY, NON RESIDENCE - NIGHT	1	38
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	2	31
		150212	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE NIGHT	2	104
		150223	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - UNKNOWN	1	75
		150313	BURGLARY, ATTEMPTED FORCIBLE ENTRY, RESIDENCE UNKNOWN	1	
		150323	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES UNKNOWN	1	10
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	9	3,729
		160105	LARCENY - (NON AUTO), $100 +, AUTO PARTS & ACCESSORIES	1	400
		160106	LARCENY - (NON AUTO), $100 +, BICYCLES	2	453
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	2	901
		160109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	6	1,657
		160204	LARCENY - (NON-AUTO), $50-99, FROM AUTO	4	478
		160205	LARCENY - (NON AUTO), $50-99, AUTO PARTS & ACCESSORIES	2	135
		160207	LARCENY - (NON-AUTO), $50-99, FROM BUILDINGS	1	103
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	4	455
		160302	LARCENY - (NON-AUTO), $15-49, PURSE SNATCHING	1	
		160303	LARCENY - (NON AUTO), $15-49, SHOPLIFTING	1	1
		160304	LARCENY - (NON-AUTO), $15-49, FROM AUTO	3	263
		160307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	1	
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	12	300
		170300	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		180000	ARSON	1	
		100000	VANDALISM, GENERAL	3	160
		100100	VANDALISM, GOVERNMENT PROPERTY	16	1,328
		100200	VANDALISM, MOVABLE PROPERTY	1	
		100300	VANDALISM, PRIVATE PROPERTY	1	35

PART I OFFENSES, 1981 SUMMARY, FOR SOUTHEAST REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
5290	EVERGLADES NP	260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	10	
			PARK TOTAL	103	10,900
5300	DE SOTO NMEM	160104	LARCENY - (NON-AUTO), $100 +, FROM AUTO	1	300
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	1	45
		100100	VANDALISM, GOVERNMENT PROPERTY	12	985
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	7	
			PARK TOTAL	21	1,330
5310	FORT CAROLINE NMEM	160109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	1	450
		160208	LARCENY - (NON-AUTO), $50-99, FROM COIN OP MACHINES	1	12
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	1	25
		100000	VANDALISM, GENERAL	1	
		100100	VANDALISM, GOVERNMENT PROPERTY	4	235
			PARK TOTAL	8	722
5320	GULF ISLANDS NS	110200	CRIMINAL HOMICIDE, MANSLAUGHTER BY NEGLIGENCE	1	
		120200	RAPE, FORCIBLE; ASSUALT TO RAPE - ATTEMPTS	3	
		140530	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	2	
		150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	1	118
		150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE DAY	4	508
		150122	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - NIGHT	1	1,565
		150123	BURGLARY, FORCIBLE ENTRY, NON RESIDENCE - UNKNOWN	1	10
		150211	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE DAY	1	15
		150221	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - DAY	1	142
		150222	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - NIGHT	2	
		150322	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - NIGHT	2	200
		150323	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - UNKNOWN	1	
		160101	LARCENY - (NON-AUTO), $100 +, POCKET-PICKING	5	1,127
		160104	LARCENY - (NON-AUTO), $100 +, FROM AUTO	31	15,693
		160106	LARCENY - (NON-AUTO), $100 +, BICYCLES	2	374
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	12	8,875
		160204	LARCENY - (NON-AUTO), $50-99, FROM AUTO	10	1,218
		160205	LARCENY - (NON-AUTO), $50-99, AUTO PARTS & ACCESSORIES	1	50
		160206	LARCENY - (NON-AUTO), $50-99, BICYCLES	2	99
		160208	LARCENY - (NON AUTO), $50-99, FROM COIN OP MACHINES	1	150
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	10	1,094
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	9	515
		160305	LARCENY - (NON-AUTO), $15-49, AUTO PARTS & ACCESSORIES	2	83
		160307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	2	57
		160308	LARCENY - (NON AUTO), $15-49, FROM COIN OP MACHINES	1	350
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	17	506
		170310	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	800
		180000	ARSON	1	
		100000	VANDALISM, GENERAL	3	190
		100100	VANDALISM, GOVERNMENT PROPERTY	48	1,861
		100200	VANDALISM, MOVABLE PROPERTY	1	
		100300	VANDALISM, PRIVATE PROPERTY	4	6,051

PART I OFFENSES, 1983 SUMMARY, FOR SOUTHEAST REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
5320	GULF ISLANDS NS	260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	113	
			PARK TOTAL	296	41,648
5330	SAN JUAN NHS	150112	BURGLARY, FORCIBLE ENTRY, RESIDENCE - NIGHT	1	
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	1	1,003
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	2	2,575
		160207	LARCENY - (NON-AUTO), $50-99, FROM BUILDINGS	1	50
		160307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	2	
		170100	* * * * * * INVALID OR NON IDENTIFIED CODE * * * * * *	1	5,350
		100400	VANDALISM, STONES AND OTHER OBJECTS	1	15
			PARK TOTAL	9	8,990
5340	CHATTAHOOCHEE RIVER NRA	140200	* * * * * * INVALID OR NON IDENTIFIED CODE * * * * * *	3	
		140500	* * * * * * INVALID OR NON IDENTIFIED CODE * * * * * *	1	
		50113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	1	
		150323	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - UNKNOWN	1	
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	2	487
		160105	LARCENY - (NON AUTO), $100 +, AUTO PARTS & ACCESSORIES	1	
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	2	186
		160204	LARCENY - (NON AUTO), $50-99, FROM AUTO	1	70
		160205	LARCENY - (NON-AUTO), $50-99, AUTO PARTS & ACCESSORIES	1	
		160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	3	277
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	4	85
		180000	ARSON	1	
		100000	VANDALISM, GENERAL	1	
		100100	VANDALISM, GOVERNMENT PROPERTY	22	175
		100200	VANDALISM, MOVABLE PROPERTY	1	
		100300	VANDALISM, PRIVATE PROPERTY	2	20
		100400	VANDALISM, STONES AND OTHER OBJECTS	2	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	15	
			PARK TOTAL	64	1,300
5360	VIRGIN ISLANDS NP	140300	* * * * * * INVALID OR NON IDENTIFIED CODE * * * * * *	1	
		140500	* * * * * * INVALID OR NON IDENTIFIED CODE * * * * * *	1	
		150111	BURGLARY, FORCIBLE ENTRY, RESIDENCE - DAY	1	
		150112	BURGLARY, FORCIBLE ENTRY, RESIDENCE - NIGHT	7	4,868
		150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	2	80
		150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	3	10
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	1	864
		150211	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE DAY	2	
		150212	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE - NIGHT	9	759
		150213	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE UNKNOWN	2	271
		150312	BURGLARY, ATTEMPTED FORCIBLE ENTRY, RESIDENCE NIGHT		
		160104	LARCENY - (NON-AUTO), $100 +, FROM AUTO	1	695
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	1	30
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	6	5,250
		160204	LARCENY - (NON-AUTO), $50-99, FROM AUTO	4	450
		160205	LARCENY - (NON-AUTO), $50-99, AUTO PARTS & ACCESSORIES	1	60

PART I OFFENSES, 1981 SUMMARY, FOR SOUTHEAST REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
5360	VIRGIN ISLANDS NP	160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	9	976
		160302	LARCENY (NON-AUTO), $15-49, PURSE-SNATCHING	3	162
		160304	LARCENY - (NON-AUTO), $15-49, FROM AUTO	1	9
		160307	LARCENY - (NON-AUTO), $15-49, FROM BUILDINGS	1	12
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	5	119
		100100	VANDALISM, GOVERNMENT PROPERTY	2	25
		100300	VANDALISM, PRIVATE PROPERTY	1	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	4	
			PARK TOTAL	69	14,638
5370	BUCK ISLAND REEF NM	160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	1	142
			PARK TOTAL	1	142
5380	CHRISTIANSTED NHS	130407	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	2	80
		150112	BURGLARY, FORCIBLE ENTRY, RESIDENCE NIGHT	2	1,720
		150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE DAY	1	
			PARK TOTAL	5	1,800
5400	FORT DONELSON NMP	160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	4	1,184
		160305	LARCENY - (NON-AUTO), $15-49, AUTO PARTS & ACCESSORIES	1	50
		100100	VANDALISM, GOVERNMENT PROPERTY	4	15
			PARK TOTAL	9	1,249
5410	FORT FREDERICA NM	160109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	1	200
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	1	35
		100000	VANDALISM, GENERAL	2	25
		100100	VANDALISM, GOVERNMENT PROPERTY	2	175
			PARK TOTAL	6	435
5420	FORT PULASKI NM	160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	1	
			PARK TOTAL	1	
5430	FORT SUMTER NM	150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	1	5
		160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	2	
		160304	LARCENY - (NON-AUTO), $15-49, FROM AUTO	1	
		160307	LARCENY - (NON-AUTO), $15-49, FROM BUILDINGS	1	1,850
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	2	85
		100000	VANDALISM, GENERAL	1	
		100100	VANDALISM, GOVERNMENT PROPERTY	9	
		100400	VANDALISM, STONES AND OTHER OBJECTS	4	
			PARK TOTAL	21	1,940
5460	GREAT SMOKY MTNS NP	110200	CRIMINAL HOMICIDE, MANSLAUGHTER BY NEGLIGENCE	1	
		120230	RAPE, FORCIBLE: ASSUALT TO RAPE - ATTEMPTS	1	
		140100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		140400	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	3	
		140500	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	4	
		150112	BURGLARY, FORCIBLE ENTRY, RESIDENCE - NIGHT	1	319

PART I OFFENSES, 1983 SUMMARY, FOR SOUTHEAST REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
5460	GREAT SMOKY MTNS NP	050121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	4	30
		050122	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE NIGHT	1	25
		050123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE · UNKNOWN	2	50
		050213	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE UNKNOWN	1	1,172
		060101	LARCENY - (NON·AUTO), $100 +, POCKET·PICKING	3	1,318
		060102	LARCENY - (NON AUTO), $100 +, PURSE SNATCHING	3	555
		060104	LARCENY - (NON AUTO), $100 +, FROM AUTO	84	46,557
		060105	LARCENY - (NON AUTO), $100 +, AUTO PARTS & ACCESSORIES	4	1,160
		060109	LARCENY - (NON AUTO), $100 +, ALL OTHER	13	11,245
		060204	LARCENY - (NON AUTO), $50-99, FROM AUTO	71	7,356
		060205	LARCENY - (NON·AUTO), $50-99, AUTO PARTS & ACCESSORIES	3	384
		060206	LARCENY - (NON·AUTO), $50-99, BICYCLES	2	250
		060209	LARCENY - (NON·AUTO), $50-99, ALL OTHER	9	75,644
		060304	LARCENY - (NON AUTO), $15-49, FROM AUTO	57	5,176
		060305	LARCENY - (NON·AUTO), $15-49, AUTO PARTS & ACCESSORIES	3	87
		060307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	6	670
		060309	LARCENY - (NON AUTO), $15-49, ALL OTHER	23	851
		071100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	4	8,745
		090000	ARSON.	1	
		100000	VANDALISM, GENERAL	5	300
		100100	VANDALISM, GOVERNMENT PROPERTY	39	1,386
		100200	VANDALISM, MOVABLE PROPERTY	4	325
		100300	VANDALISM, PRIVATE PROPERTY	10	1,304
		100400	VANDALISM, STOVES AND OTHER OBJECTS	1	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	66	
			PARK TOTAL	433	164,905
5480	HORSESHOE BEND NMP	10010	VANDALISM, GOVERNMENT PROPERTY	2	100
			PARK TOTAL	2	100
5490	KENNESAW MOUNTAIN NBP	050111	BURGLARY, FORCIBLE ENTRY, RESIDENCE · DAY	1	280
		050121	BURGLARY, FORCIBLE ENTRY, NON·RESIDENCE - DAY	2	51
		050223	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - UNKNOWN	1	
		050311	BURGLARY, ATTEMPTED FORCIBLE ENTRY, RESIDENCE · DAY	1	5
		060107	LARCENY · (NON·AUTO), $100 +, FROM BUILDINGS	1	400
		060109	LARCENY - (NON AUTO), $100 +, ALL OTHER	2	853
		060204	LARCENY - (NON AUTO), $50-99, FROM AUTO	1	48
		060206	LARCENY - (NON AUTO), $50-99, BICYCLES	1	150
		060209	LARCENY · (NON AUTO), $50-99, ALL OTHER	2	60
		060304	LARCENY - (NON AUTO), $15-49, FROM AUTO	2	30
		060309	LARCENY - (NON·AUTO), $15-49, ALL OTHER	9	173
		100000	VANDALISM, GENERAL	1	32
		100100	VANDALISM, GOVERNMENT PROPERTY	4	45
		100300	VANDALISM, PRIVATE PROPERTY	2	77
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	14	354
			PARK TOTAL	44	2,555
5500	KINGS MOUNTAIN NMP	050121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	1	650

PART I OFFENSES, 1981 SUMMARY, FOR SOUTHEAST REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
5500	KINGS MOUNTAIN NMP	160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	1	92
		160305	LARCENY - (NON-AUTO), $15-49, AUTO PARTS & ACCESSORIES	1	
		160307	LARCENY - (NON-AUTO), $15-49, FROM BUILDINGS	1	15
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	1	
		100000	VANDALISM, GENERAL	2	18
		100100	VANDALISM, GOVERNMENT PROPERTY	5	107
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	2	
			PARK TOTAL	14	882
5510	COWPENS NB	150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	1	650
		150323	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - UNKNOWN	1	35
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	1	25
		100000	VANDALISM, GENERAL	1	
			PARK TOTAL	4	710
5530	MAMMOTH CAVE NP	140100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		140300	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		150111	BURGLARY, FORCIBLE ENTRY, RESIDENCE - DAY	1	
		150112	BURGLARY, FORCIBLE ENTRY, RESIDENCE - NIGHT	1	40
		150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE UNKNOWN	1	
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE UNKNOWN	1	
		150212	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE - NIGHT	1	
		150213	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE UNKNOWN	1	
		150323	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - UNKNOWN	1	5
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	9	1,326
		160107	LARCENY - (NON-AUTO), $100 +, FROM BUILDINGS	2	
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	3	
		160204	LARCENY (NON-AUTO), $50-99, FROM AUTO	1	47
		160205	LARCENY - (NON AUTO), $50-99, AUTO PARTS & ACCESSORIES	1	54
		160304	LARCENY - (NON-AUTO), $15-49, FROM AUTO	1	40
		160305	LARCENY - (NON AUTO), $15-49, AUTO PARTS & ACCESSORIES	1	23
		160307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	2	30
		160308	LARCENY - (NON-AUTO), $15-49, FROM COIN OP MACHINES	1	
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	8	92
		100100	VANDALISM, GOVERNMENT PROPERTY	10	43
		100200	VANDALISM, MOVABLE PROPERTY	1	427
		100400	VANDALISM, STONES AND OTHER OBJECTS	1	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	9	
			PARK TOTAL	59	2,124
5550	MOORES CREEK NMP	150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	1	50
		160208	LARCENY - (NON AUTO), $50-99, FROM COIN-OP MACHINES	1	12
		100200	VANDALISM, MOVABLE PROPERTY	1	10
			PARK TOTAL	3	72
5570	NATCHEZ TRACE PARKWAY	110100	CRIMINAL HOMICIDE, MURDER OR MANSLAUGHTER	3	
		130201	ROBBERY, STRONG-ARM, NO WEAPON: HIGHWAY, STREETS, ETC.	2	520
		140200	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	3	

PART I OFFENSES, 1981 SUMMARY, FOR SOUTHEAST REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
5570	NATCHEZ TRACE PARKWAY	150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	2	27,500
		150123	BURGLARY, FORCIBLE ENTRY, NON RESIDENCE - UNKNOWN	2	210
		150221	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - DAY	1	1,945
		160103	LARCENY - (NON-AUTO), $100 +, SHOPLIFTING	1	20
		160104	LARCENY - (NON-AUTO), $100 +, FROM AUTO	6	1,967
		160105	LARCENY - (NON-AUTO), $100 +, AUTO PARTS & ACCESSORIES	2	240
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	20	4,364
		160204	LARCENY - (NON AUTO), $50-99, FROM AUTO	2	88
		160205	LARCENY - (NON-AUTO), $50-99, AUTO PARTS & ACCESSORIES	2	115
		160207	LARCENY (NON AUTO), $50-99, FROM BUILDINGS	2	55
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	6	350
		160305	LARCENY (NON-AUTO), $15-49, AUTO PARTS & ACCESSORIES	1	20
		160307	LARCENY - (NON-AUTO), $15-49, FROM BUILDINGS	1	
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	7	201
		170100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	3	3,800
		170200	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	3	7,100
		180000	ARSON	1	9,000
		100000	VANDALISM, GENERAL	3	
		100100	VANDALISM, GOVERNMENT PROPERTY	56	1,960
		100200	VANDALISM, MOVABLE PROPERTY	1	400
		100300	VANDALISM, PRIVATE PROPERTY	4	560
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	15	
			PARK TOTAL	149	60,235
5580	SHILOH NMP	160105	LARCENY - (NON-AUTO), $100 +, AUTO PARTS & ACCESSORIES	1	20
		160201	LARCENY - (NON-AUTO), $50-99, POCKET-PICKING	1	120
		160207	LARCENY - (NON-AUTO), $50-99, FROM BUILDINGS	1	100
		160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	3	250
		100100	VANDALISM, GOVERNMENT PROPERTY	4	52
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	7	
			PARK TOTAL	17	542
5590	STONES RIVER NB	160109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	3	1,643
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	8	106
		100000	VANDALISM, GENERAL	2	
		100100	VANDALISM, GOVERNMENT PROPERTY	7	214
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	2	
			PARK TOTAL	22	1,968
5600	VICKSBURG NMP	160101	LARCENY - (NON-AUTO), $100 +, POCKET-PICKING	1	400
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	2	653
		160106	LARCENY - (NON AUTO), $100 +, BICYCLES	1	70
		160205	LARCENY - (NON AUTO), $50-99, AUTO PARTS & ACCESSORIES	1	150
		160307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	1	30
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	1	
		100000	VANDALISM, GENERAL	2	
		100100	VANDALISM, GOVERNMENT PROPERTY	9	80
		100300	VANDALISM, PRIVATE PROPERTY	1	

PART I OFFENSES, 1983 SUMMARY, FOR SOUTHEAST REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
5660	VICKSBURG NMP	100400	VANDALISM, STOVES AND OTHER OBJECTS	2	
			PARK TOTAL	21	1,383
5620	OCMULGEE NM	160304	LARCENY - (NON-AUTO), $15-49, FROM AUTO	1	39
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	3	90
			PARK TOTAL	4	128
5630	CUMBERLAND ISLAND NS	110100	CRIMINAL HOMICIDE, MURDER OR MANSLAUGHTER	1	
			PARK TOTAL	1	
5680	TUSKEGEE INSTITUTE NHS	160107	LARCENY - (NON-AUTO), $100 +, FROM BUILDINGS	1	2,000
		160207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	1	50
		100001	VANDALISM, GENERAL	2	
		100100	VANDALISM, GOVERNMENT PROPERTY	3	10
			PARK TOTAL	7	2,060
			REGION TOTAL	2,349	467,788

PART I OFFENSES, 1980 SUMMARY, FOR NATIONAL CAPITAL PARKS

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
3100	C & O CANAL NHP	140190	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		140400	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		140500	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	7
		150111	BURGLARY, FORCIBLE ENTRY, RESIDENCE - DAY	2	
		150112	BURGLARY, FORCIBLE ENTRY, RESIDENCE NIGHT	2	700
		150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	18	1,104
		150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE DAY	2	934
		150122	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - NIGHT	2	114
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	8	1,357
		150213	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE UNKNOWN	1	15
		150322	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES NIGHT	1	
		150323	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - UNKNOWN	3	100
		160101	LARCENY - (NON AUTO), $100 +, POCKET PICKING	1	425
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	1	570
		160105	LARCENY - (NON AUTO), $100 +, AUTO PARTS & ACCESSORIES	1	600
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	3	5,529
		160109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	7	993
		160204	LARCENY - (NON AUTO), $50-99, FROM AUTO	3	1,233
		160205	LARCENY - (NON AUTO), $50-99, AUTO PARTS & ACCESSORIES	1	59
		160208	LARCENY - (NON AUTO), $50-99, FROM COIN OP MACHINES	1	60
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	3	677
		160304	LARCENY - (NON-AUTO), $15-49, FROM AUTO	2	57
		160305	LARCENY - (NON AUTO), $15-49, AUTO PARTS & ACCESSORIES	3	70
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	8	436
		170100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	2	10,336
		180000	ARSON	1	
		100000	VANDALISM, GENERAL	8	561
		100100	VANDALISM, GOVERNMENT PROPERTY	57	5,363
		100400	VANDALISM, STOVES AND OTHER OBJECTS	5	265
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	16	495
			PARK TOTAL	165	32,259
3120	ANTIETAM NBS	150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE DAY	1	20
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	1	
		150321	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - DAY	1	
		160107	LARCENY - (NON-AUTO), $100 +, FROM BUILDINGS	1	240
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	2	1,680
		160207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	1	160
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	5	450
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	2	50
		100100	VANDALISM, GOVERNMENT PROPERTY	6	95
		100200	VANDALISM, MOVABLE PROPERTY	1	50
			PARK TOTAL	21	2,745
3129	ANTIETAM NC	150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	1	50
			PARK TOTAL	1	50
3220	CATOCTIN MTN PARK	130207	ROBBERY, STRONG-ARM, NO WEAPON; MISCELLANEOUS	1	100

PART I OFFENSES, 1983 SUMMARY, FOR NATIONAL CAPITAL PARKS

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
3220	CATOCTIN MTN PARK	100130	VANDALISM, GOVERNMENT PROPERTY	10	505
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	3	
			PARK TOTAL	14	605
3240	GREENBELT PARK	100000	VANDALISM, GENERAL	1	
		100100	VANDALISM, GOVERNMENT PROPERTY	4	
			PARK TOTAL	5	
3334	GREAT FALLS PARK VA	100000	VANDALISM, GENERAL	1	
		10010	VANDALISM, GOVERNMENT PROPERTY	1	
		10 400	VANDALISM, STOVES AND OTHER OBJECTS	1	
			PARK TOTAL	3	
3720	PRINCE WILLIAM FOR PK	140500	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	1	
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	2	30
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	1	336
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	1	200
		160207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	2	215
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	1	
		160303	LARCENY - (NON AUTO), $15-49, SHOPLIFTING	1	5
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	1	19
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	4	115
		100000	VANDALISM, GENERAL	1	
		100100	VANDALISM, GOVERNMENT PROPERTY	17	1,671
		100300	VANDALISM, PRIVATE PROPERTY	1	200
		100400	VANDALISM, STOVES AND OTHER OBJECTS	1	230
			PARK TOTAL	34	3,021
3840	MANASSAS NBP	120200	RAPE, FORCIBLE; ASSUALT TO RAPE - ATTEMPTS	1	
		140200	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	1	
		50121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE DAY	1	13
		150123	BURGLARY, FORCIBLE ENTRY, NON RESIDENCE - UNKNOWN	1	60
		160104	LARCENY - (NON-AUTO), $100 +, FROM AUTO	1	550
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	1	2,000
		160204	LARCENY - (NON-AUTO), $50-99, FROM AUTO	1	79
		160207	LARCENY (NON AUTO), $50-99, FROM BUILDINGS	1	190
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	1	97
		10010	VANDALISM, GOVERNMENT PROPERTY	8	
		10030	VANDALISM, PRIVATE PROPERTY	1	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	8	
			PARK TOTAL	26	2,989
3850	HARPERS FERRY NHP	160104	LARCENY - (NON-AUTO), $100 +, FROM AUTO	1	700
		160107	LARCENY - (NON-AUTO), $100 +, FROM BUILDINGS	3	
		160109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	1	
		160204	LARCENY - (NON-AUTO), $50-99, FROM AUTO	1	
		160205	LARCENY - (NON-AUTO), $50-99, AUTO PARTS & ACCESSORIES	1	
		160207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	1	

PART I OFFENSES, 1980 SUMMARY, FOR NATIONAL CAPITAL PARKS

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
3850	HARPERS FERRY NHP	160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	5	
		160307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	1	
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	1	
		170200	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		100100	VANDALISM, GOVERNMENT PROPERTY	2	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	2	
			PARK TOTAL	20	700
3960	U.S. PARK POLICE	120100	RAPE, FORCIBLE; RAPE OF FORCE	44	
		121200	RAPE, FORCIBLE; ASSUALT TO RAPE - ATTEMPTS	7	
		130101	ROBBERY, ARMED ANY WEAPON; HIGHWAY, STREETS, ETC.	49	5,937
		130107	ROBBERY, ARMED ANY WEAPON; MISCELLANEOUS	1	37
		130201	ROBBERY, STRONG-ARM, NO WEAPON; HIGHWAY, STREETS, ETC.	9	1,052
		130401	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	176	16,530
		141100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	19	
		141200	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	18	
		141300	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	36	
		141400	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	216	
		141500	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE DAY	17	1,414
		150122	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE NIGHT	3	80
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE UNKNOWN	19	22,801
		150212	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE NIGHT	1	
		150221	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES DAY	11	1,665
		150222	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - NIGHT	3	
		150223	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - UNKNOWN	19	1,021
		150321	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - DAY	1	
		150323	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON RES - UNKNOWN	5	203
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	162	65,813
		160105	LARCENY - (NON AUTO), $100 +, AUTO PARTS & ACCESSORIES	20	2,476
		160106	LARCENY - (NON AUTO), $100 +, BICYCLES	46	8,749
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	72	45,999
		160108	LARCENY - (NON AUTO), $100 +, FROM COIN OP MACHINES	1	600
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	139	51,019
		160204	LARCENY - (NON AUTO), $50-99, FROM AUTO	120	9,358
		160205	LARCENY - (NON AUTO), $50-99, AUTO PARTS & ACCESSORIES	40	1,911
		160206	LARCENY - (NON AUTO), $50-99, BICYCLES	16	1,170
		160207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	72	4,672
		160208	LARCENY - (NON-AUTO), $50-99, FROM COIN OP MACHINES	1	30
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	126	5,206
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	16	211
		160305	LARCENY - (NON AUTO), $15-49, AUTO PARTS & ACCESSORIES	7	50
		160307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	9	107
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	15	460
		170100	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	24	25,595
		170200	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	1	20,000
		170300	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	3	2,779
		180000	ARSON	4	

PART-I OFFENSES, 1983 SUMMARY, FOR NATIONAL CAPITAL PARKS

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
3960	U.S. PARK POLICE	180100	VANDALISM, GOVERNMENT PROPERTY	229	1,100
		180300	VANDALISM, PRIVATE PROPERTY	27	550
		180400	VANDALISM, STOVES AND OTHER OBJECTS	48	
			PARK TOTAL	1,853	297,891
			REGION TOTAL	2,142	340,060

PART I OFFENSES, 1983 SUMMARY, FOR MID ATLANTIC REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
4120	WESTERN PENNA GROUP	150112	BURGLARY, FORCIBLE ENTRY, RESIDENCE - NIGHT	1	
		150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	2	125
		160105	LARCENY - (NON AUTO), $100 +, AUTO PARTS & ACCESSORIES	1	1,410
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	1	175
		160205	LARCENY - (NON AUTO), $50-99, AUTO PARTS & ACCESSORIES	1	60
		160209	LARCENY - (NON AUTO), $50 99, ALL OTHER	1	76
		160305	LARCENY - (NON AUTO), $15-49, AUTO PARTS & ACCESSORIES	1	40
		100000	VANDALISM, GENERAL	1	50
		100100	VANDALISM, GOVERNMENT PROPERTY	1	200
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	1	
			PARK TOTAL	11	2,136
4130	ALLEGHENY PORT RR NHS	150111	BURGLARY, FORCIBLE ENTRY, RESIDENCE - DAY	1	
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	1	500
		100100	VANDALISM, GOVERNMENT PROPERTY	1	40
			PARK TOTAL	3	540
4150	JOHNSTOWN FLOOD NMEM	160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	1	20
			PARK TOTAL	1	20
4160	FORT NECESSITY NB	150112	BURGLARY, FORCIBLE ENTRY, RESIDENCE - NIGHT	1	270
		150323	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - UNKNOWN	1	
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	2	12
		160307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	1	
		100100	VANDALISM, GOVERNMENT PROPERTY	8	7,830
		100400	VANDALISM, STONES AND OTHER OBJECTS	1	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	4	180
			PARK TOTAL	18	8,292
4180	APPOMATTOX CRT HSE NHP	150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	1	20
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	3	330
		160207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	1	60
		100100	VANDALISM, GOVERNMENT PROPERTY	4	70
			PARK TOTAL	9	480
4190	ASSATEAGUE ISLAND NS	140400	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	1	
		150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	2	3,167
		150321	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - DAY	1	
		150323	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - UNKNOWN	1	
		160101	LARCENY - (NON AUTO), $100 +, POCKET PICKING	2	230
		160102	LARCENY - (NON AUTO), $100 +, PURSE-SNATCHING	1	840
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	1	725
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	1	235
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	5	1,848
		160207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	2	100
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	4	373
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	3	43
		160305	LARCENY - (NON AUTO), $15-49, AUTO PARTS & ACCESSORIES	1	

PART I OFFENSES, 1983 SUMMARY, FOR MID ATLANTIC REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
4190	ASSATEAGUE ISLAND NS	160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	13	218
		190100	VANDALISM, GOVERNMENT PROPERTY	23	107
		100300	VANDALISM, PRIVATE PROPERTY	5	420
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	8	
			PARK TOTAL	71	8,306
4210	BOOKER T WASHINGTON NM	190100	VANDALISM, GOVERNMENT PROPERTY	3	55
			PARK TOTAL	3	55
4290	COLONIAL NHP	110100	CRIMINAL HOMICIDE, MURDER OR MANSLAUGHTER	1	
		120100	RAPE, FORCIBLE; RAPE OF FORCE	2	
		120200	RAPE, FORCIBLE; ASSUALT TO RAPE - ATTEMPTS	1	
		140100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		140500	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	1	105
		150211	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE DAY	1	
		150221	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - DAY	1	
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	2	750
		160105	LARCENY - (NON AUTO), $100 +, AUTO PARTS & ACCESSORIES	1	400
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	1	
		160109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	11	4,675
		160205	LARCENY - (NON AUTO), $50-99, AUTO PARTS & ACCESSORIES	2	481
		160206	LARCENY - (NON AUTO), $50-99, BICYCLES	1	
		160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	18	1,225
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	1	2,000
		160306	LARCENY - (NON AUTO), $15-49, BICYCLES	1	
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	9	185
		170100	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	3	
		180000	ARSON	2	
		100000	VANDALISM, GENERAL	1	
		100100	VANDALISM, GOVERNMENT PROPERTY	64	3,945
		100200	VANDALISM, MOVABLE PROPERTY	1	
		100300	VANDALISM, PRIVATE PROPERTY	5	826
		100400	VANDALISM, STONES AND OTHER OBJECTS	1	1,500
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	7	
			PARK TOTAL	140	16,092
4320	DELAWARE WATER GAP NRA	140100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	3	
		140500	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	2	
		150111	BURGLARY, FORCIBLE ENTRY, RESIDENCE - DAY	3	400
		150112	BURGLARY, FORCIBLE ENTRY, RESIDENCE - NIGHT	2	650
		150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	5	850
		150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	6	670
		150122	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - NIGHT	2	16
		150123	BURGLARY, FORCIBLE ENTRY, NON RESIDENCE - UNKNOWN	34	901
		150212	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE NIGHT	1	353
		150222	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - NIGHT	2	
		150223	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - UNKNOWN	1	

PART I OFFENSES, 1980 SUMMARY, FOR MID ATLANTIC REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
4320	DELAWARE WATER GAP NRA	150312	BURGLARY, ATTEMPTED FORCIBLE ENTRY, RESIDENCE NIGHT	2	10
		150313	BURGLARY, ATTEMPTED FORCIBLE ENTRY, RESIDENCE UNKNOWN	1	
		150323	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - UNKNOWN	2	
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	10	1,234
		160106	LARCENY - (NON AUTO), $100 +, BICYCLES	1	90
		160107	LARCENY (NON-AUTO), $100 +, FROM BUILDINGS	2	2,200
		160109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	5	1,855
		160204	LARCENY - (NON AUTO), $50-99, FROM AUTO	5	734
		160207	LARCENY - (NON-AUTO), $50-99, FROM BUILDINGS	4	600
		60209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	3	195
		160304	LARCENY - (NON-AUTO), $15-49, FROM AUTO	1	
		160307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	1	50
		60309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	7	235
		170100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	7	15,465
		170200	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	900
		170300	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	4	19,050
		180000	ARSON	23	146,774
		100000	VANDALISM, GENERAL	7	386
		100100	VANDALISM, GOVERNMENT PROPERTY	81	4,252
		100200	VANDALISM, MOVABLE PROPERTY	1	100
		100300	VANDALISM, PRIVATE PROPERTY	13	1,390
		100400	VANDALISM, STONES AND OTHER OBJECTS	2	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	34	7,505
			PARK TOTAL	281	206,865
4340	FORT MCHENRY NM & HS	150311	BURGLARY, ATTEMPTED FORCIBLE ENTRY, RESIDENCE DAY	1	
		150323	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES UNKNOWN	1	
		160107	LARCENY (NON-AUTO), $100 +, FROM BUILDINGS	1	400
		160215	LARCENY - (NON AUTO), $50-99, AUTO PARTS & ACCESSORIES	2	239
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	1	
		60306	LARCENY - (NON-AUTO), $15-49, BICYCLES	1	
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	2	34
		100000	VANDALISM, GENERAL	19	
		100100	VANDALISM, GOVERNMENT PROPERTY	4	30
		100300	VANDALISM, PRIVATE PROPERTY	1	
		100400	VANDALISM, STONES AND OTHER OBJECTS	1	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	2	
			PARK TOTAL	35	703
4350	HAMPTON NHS	150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	1	150
		150313	BURGLARY, ATTEMPTED FORCIBLE ENTRY, RESIDENCE UNKNOWN	1	
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	1	250
		160202	LARCENY - (NON-AUTO), $50-99, PURSE-SNATCHING	1	
		160307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	1	15
		100000	VANDALISM, GENERAL	3	500
		100100	VANDALISM, GOVERNMENT PROPERTY	1	100
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	2	
			PARK TOTAL	11	1,015

PART I OFFENSES, 1980 SUMMARY, FOR MID ATLANTIC REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
4360	FRIENDSHIP HILL NHS	150222	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - NIGHT	1	
		100100	VANDALISM, GOVERNMENT PROPERTY	2	
			PARK TOTAL	3	
4370	FRED SPOT NMP	110200	CRIMINAL HOMICIDE, MANSLAUGHTER BY NEGLIGENCE	1	
		140100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE UNKNOWN	1	70
		150121	BURGLARY, FORCIBLE ENTRY, NON RESIDENCE DAY	1	35
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE UNKNOWN	5	10
		150323	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES UNKNOWN	1	
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	1	200
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	2	960
		160204	LARCENY - (NON-AUTO), $50-99, FROM AUTO	1	105
		160205	LARCENY - (NON AUTO), $50-99, AUTO PARTS & ACCESSORIES	1	50
		160207	LARCENY - (NON-AUTO), $50-99, FROM BUILDINGS	1	150
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	5	524
		160303	LARCENY - (NON-AUTO), $15-49, SHOPLIFTING	1	10
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	1	5
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	4	115
		170100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		100000	VANDALISM, GENERAL	4	25
		100100	VANDALISM, GOVERNMENT PROPERTY	49	1,504
		100400	VANDALISM, STONES AND OTHER OBJECTS	1	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	33	
			PARK TOTAL	115	3,763
4380	GEO WASH BIRTHPLACE NM	160108	LARCENY - (NON-AUTO), $100 +, FROM COIN-OP MACHINES	1	5
		160307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	1	45
		100100	VANDALISM, GOVERNMENT PROPERTY	3	
			PARK TOTAL	5	50
4400	GETTYSBURG NMP	140400	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	2	
		150112	BURGLARY, FORCIBLE ENTRY, RESIDENCE - NIGHT	1	125
		150122	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - NIGHT	1	
		150213	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE - UNKNOWN	1	785
		150222	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - NIGHT	1	
		150321	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - DAY	1	
		150323	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - UNKNOWN	1	50
		160104	LARCENY - (NON-AUTO), $100 +, FROM AUTO	3	820
		160107	LARCENY - (NON-AUTO), $100 +, FROM BUILDINGS	2	623
		160201	LARCENY - (NON AUTO), $50-99, POCKET-PICKING	1	
		160204	LARCENY - (NON-AUTO), $50-99, FROM AUTO	1	163
		160207	LARCENY - (NON-AUTO), $50-99, FROM BUILDINGS	1	80
		160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	3	190
		1603 7	LARCENY - (NON-AUTO), $15-49, FROM BUILDINGS	2	70
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	7	156
		100000	VANDALISM, GENERAL	4	50

PART I OFFENSES, 1981 SUMMARY, FOR MID ATLANTIC REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
4400	GETTYSBURG NMP	100100	VANDALISM, GOVERNMENT PROPERTY	40	1,371
		100200	VANDALISM, MOVABLE PROPERTY	1	
		100300	VANDALISM, PRIVATE PROPERTY	3	15
		100400	VANDALISM, STOVES AND OTHER OBJECTS	3	32
			PARK TOTAL	79	4,530
4430	HOPEWELL VILLAGE NHS	150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	1	
		160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	1	75
		160307	LARCENY - (NON-AUTO), $15-49, FROM BUILDINGS	3	40
		100100	VANDALISM, GOVERNMENT PROPERTY	9	350
			PARK TOTAL	14	465
4450	INDEPENDENCE NMP	130101	ROBBERY, ARMED - ANY WEAPON; HIGHWAY, STREETS, ETC.	2	300
		130201	ROBBERY, STRONG-ARM, NO WEAPON; HIGHWAY, STREETS, ETC.	1	
		130301	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		130401	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	130
		140400	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	2
		140500	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	6	150
		150111	BURGLARY, FORCIBLE ENTRY, RESIDENCE - DAY	1	1,663
		150112	BURGLARY, FORCIBLE ENTRY, RESIDENCE - NIGHT	1	1,066
		150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	1	360
		150122	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - NIGHT	1	
		150212	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE - NIGHT	1	350
		150222	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - NIGHT	1	
		150223	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - UNKNOWN	1	
		150323	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - UNKNOWN	1	
		160102	LARCENY - (NON-AUTO), $100 +, PURSE SNATCHING	3	1,860
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	1	400
		160106	LARCENY - (NON AUTO), $100 +, BICYCLES	1	2
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	4	530
		160201	LARCENY - (NON AUTO), $50-99, POCKET-PICKING	3	265
		160204	LARCENY - (NON-AUTO), $50-99, FROM AUTO	1	60
		160205	LARCENY - (NON AUTO), $50-99, AUTO PARTS & ACCESSORIES	1	70
		160206	LARCENY - (NON AUTO), $50-99, BICYCLES	1	100
		160207	LARCENY - (NON-AUTO), $50-99, FROM BUILDINGS	4	306
		160302	LARCENY - (NON AUTO), $15-49, PURSE-SNATCHING	2	49
		160304	LARCENY - (NON-AUTO), $15-49, FROM AUTO	1	7
		160305	LARCENY - (NON AUTO), $15-49, AUTO PARTS & ACCESSORIES	1	20
		160307	LARCENY - (NON-AUTO), $15-49, FROM BUILDINGS	10	141
		160308	LARCENY - (NON AUTO), $15-49, FROM COIN-OP MACHINES	1	2
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	7	65
		170100	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	1	6,500
		100000	VANDALISM, GENERAL	5	285
		100100	VANDALISM, GOVERNMENT PROPERTY	54	3,716
		100200	VANDALISM, MOVABLE PROPERTY	1	
		100300	VANDALISM, PRIVATE PROPERTY	2	90
			PARK TOTAL	124	18,489

PART I OFFENSES, 1983 SUMMARY, FOR MID ATLANTIC REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
4770	PETERSBURG NB	130107	ROBBERY, ARMED - ANY WEAPON; MISCELLANEOUS	1	
		130421	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	1	
		140435	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	2	
		150112	BURGLARY, FORCIBLE ENTRY, RESIDENCE - NIGHT	1	15
		150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	1	40
		150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	3	1,370
		150323	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - UNKNOWN	1	
		160104	LARCENY - (NON-AUTO), $100 +, FROM AUTO	3	7,120
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	2	750
		160204	LARCENY - (NON AUTO), $50-99, FROM AUTO	5	535
		160206	LARCENY - (NON-AUTO), $50-99, BICYCLES	1	
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	3	418
		160302	LARCENY - (NON-AUTO), $15-49, PURSE-SNATCHING	1	
		160304	LARCENY - (NON-AUTO), $15-49, FROM AUTO	6	71
		180000	ARSON	1	5,270
		100100	VANDALISM, GOVERNMENT PROPERTY	48	2,571
		100300	VANDALISM, PRIVATE PROPERTY	1	12
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	180	
			PARK TOTAL	261	18,172
4830	RICHMOND NBP	150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	1	1,953
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	1	
		160204	LARCENY - (NON-AUTO), $50-99, FROM AUTO	3	212
		160207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	2	190
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	3	245
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	1	
		100100	VANDALISM, GOVERNMENT PROPERTY	18	1,099
		100300	VANDALISM, PRIVATE PROPERTY	2	75
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	9	
			PARK TOTAL	40	3,774
4840	SHENANDOAH NP	140100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		140200	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	1	19
		140400	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	1	
		140500	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		150111	BURGLARY, FORCIBLE ENTRY, RESIDENCE - DAY	1	5
		150112	BURGLARY, FORCIBLE ENTRY, RESIDENCE - NIGHT	1	
		150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	3	2,132
		150122	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - NIGHT	1	210
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	2	30
		150212	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE - NIGHT	2	374
		150321	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - DAY	1	20
		150322	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - NIGHT	2	40
		160104	LARCENY - (NON-AUTO), $100 +, FROM AUTO	13	19,985
		160105	LARCENY - (NON AUTO), $100 +, AUTO PARTS & ACCESSORIES	2	439
		160107	LARCENY - (NON-AUTO), $100 +, FROM BUILDINGS	1	30
		160109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	8	1,195
		160204	LARCENY - (NON-AUTO), $50-99, FROM AUTO	7	750

PART I OFFENSES, 1980 SUMMARY, FOR MID ATLANTIC REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
4840	SHENANDOAH NP	160205	LARCENY - (NON-AUTO), $50-99, AUTO PARTS & ACCESSORIES	3	317
		160207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	1	150
		160208	LARCENY - (NON-AUTO), $50-99, FROM COIN-OP MACHINES	1	60
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	11	1,025
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	1	
		160305	LARCENY - (NON AUTO), $15-49, AUTO PARTS & ACCESSORIES	4	162
		160307	LARCENY - (NON-AUTO), $15-49, FROM BUILDINGS	2	15
		160308	LARCENY - (NON AUTO), $15-49, FROM COIN-OP MACHINES	1	1,250
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	23	453
		180000	ARSON	1	
		100000	VANDALISM, GENERAL	1	35
		100100	VANDALISM, GOVERNMENT PROPERTY	79	1,437
		100200	VANDALISM, MOVABLE PROPERTY	3	365
		100300	VANDALISM, PRIVATE PROPERTY	5	525
		100400	VANDALISM, STONES AND OTHER OBJECTS	5	1,235
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	230	150
			PARK TOTAL	419	32,408
4860	VALLEY FORGE NHP	120100	RAPE, FORCIBLE: RAPE OF FORCE	1	
		140100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		140400	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	3	
		140500	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	2	
		150111	BURGLARY, FORCIBLE ENTRY, RESIDENCE - DAY	1	555
		150112	BURGLARY, FORCIBLE ENTRY, RESIDENCE - NIGHT	1	1,250
		150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	2	110
		150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE DAY	4	20
		150122	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - NIGHT	1	12
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE UNKNOWN	2	
		150212	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE - NIGHT	2	
		150222	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - NIGHT	1	
		150312	BURGLARY, ATTEMPTED FORCIBLE ENTRY, RESIDENCE NIGHT	1	
		150321	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - DAY	1	
		150323	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - UNKNOWN	2	10
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	2	80
		160106	LARCENY - (NON AUTO), $100 +, BICYCLES	1	160
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	4	3,107
		160108	LARCENY - (NON-AUTO), $100 +, FROM COIN-OP MACHINES	1	200
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	5	1,080
		160205	LARCENY - (NON-AUTO), $50-99, AUTO PARTS & ACCESSORIES	1	25
		160207	LARCENY - (NON-AUTO), $50-99, FROM BUILDINGS	2	100
		160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	1	60
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	3	78
		160306	LARCENY - (NON AUTO), $15-49, BICYCLES	1	7
		160307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	4	73
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	2	70
		170100	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	1	
		179200	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	1	1,000
		180000	ARSON	1	

PART-I OFFENSES, 1981 SUMMARY, FOR MID ATLANTIC REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
4868	VALLEY FORGE NHP	100000	VANDALISM, GENERAL	3	73
		100100	VANDALISM, GOVERNMENT PROPERTY	40	2,563
		100200	VANDALISM, MOVABLE PROPERTY	1	1,000
		100300	VANDALISM, PRIVATE PROPERTY	2	575
		100400	VANDALISM, STOVES AND OTHER OBJECTS	4	2,690
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	2	
			PARK TOTAL	107	14,898
4870	UPPER DELAWARE RIVER	140300	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		160109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	4	1,100
		160304	LARCENY - (NON-AUTO), $15-49, FROM AUTO	1	40
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	2	
		100000	VANDALISM, GENERAL	4	30
		100100	VANDALISM, GOVERNMENT PROPERTY	13	50
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	1	
			PARK TOTAL	26	1,220
			REGION TOTAL	1,776	342,273

PART I OFFENSES, 1980 SUMMARY, FOR MIDWEST REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
6140	APOSTLE ISLANDS NL	160204	LARCENY - (NON-AUTO), $50-99, FROM AUTO	1	10
		100100	VANDALISM, GOVERNMENT PROPERTY	2	15
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	1	
			PARK TOTAL	4	25
6150	GRAND PORTAGE NM	150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	1	2
		100100	VANDALISM, GOVERNMENT PROPERTY	15	685
		100300	VANDALISM, PRIVATE PROPERTY	1	200
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	1	
			PARK TOTAL	18	887
6160	CUYAHOGA VALLEY NRA	140400	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	2	
		140500	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	2	
		150111	BURGLARY, FORCIBLE ENTRY, RESIDENCE - DAY	4	196
		150112	BURGLARY, FORCIBLE ENTRY, RESIDENCE - NIGHT	3	60
		150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	115	3,860
		150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE DAY	1	15
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE UNKNOWN	8	266
		150212	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE NIGHT	1	
		150213	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE UNKNOWN	1	
		150221	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - DAY	1	
		150222	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - NIGHT	2	576
		150311	BURGLARY, ATTEMPTED FORCIBLE ENTRY, RESIDENCE - DAY	1	
		150313	BURGLARY, ATTEMPTED FORCIBLE ENTRY, RESIDENCE UNKNOWN	12	157
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	2	860
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	2	70
		160207	LARCENY - (NON-AUTO), $50-99, FROM BUILDINGS	1	60
		160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	5	310
		160305	LARCENY - (NON-AUTO), $15-49, AUTO PARTS & ACCESSORIES	1	40
		160307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	1	25
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	12	345
		100000	VANDALISM, GENERAL	3	172
		10010	VANDALISM, GOVERNMENT PROPERTY	99	4,956
		100300	VANDALISM, PRIVATE PROPERTY	3	60
		100400	VANDALISM, STONES AND OTHER OBJECTS	1	40
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	28	675
			PARK TOTAL	311	12,743
6290	EFFIGY MOUNDS NM	160104	LARCENY - (NON-AUTO), $100 +, FROM AUTO	1	505
		170300	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	1	
		260229	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	1	
			PARK TOTAL	3	505
6300	INDIANA DUNES NL	140100	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	1	
		140200	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	3	
		140300	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	1	
		150111	BURGLARY, FORCIBLE ENTRY, RESIDENCE - DAY	2	
		150112	BURGLARY, FORCIBLE ENTRY, RESIDENCE - NIGHT	2	2,485

PART I OFFENSES, 1981 SUMMARY, FOR MIDWEST REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
6300	INDIANA DUNES NL	150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	12	3,725
		150122	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE NIGHT	1	90
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	5	2,006
		15 211	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE - DAY	1	
		150212	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE NIGHT	1	
		150213	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE - UNKNOWN	1	100
		150221	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - DAY	1	
		150222	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - NIGHT	1	
		150223	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - UNKNOWN	1	
		150312	BURGLARY, ATTEMPTED FORCIBLE ENTRY, RESIDENCE NIGHT	1	
		150313	BURGLARY, ATTEMPTED FORCIBLE ENTRY, RESIDENCE - UNKNOWN	2	45
		150323	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES UNKNOWN	1	
		160102	LARCENY - (NON AUTO), $100 +, PURSE SNATCHING	1	47
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	3	235
		160105	LARCENY - (NON-AUTO), $100 +, AUTO PARTS & ACCESSORIES	1	75
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	4	1,157
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	2	425
		160205	LARCENY - (NON AUTO), $50-99, AUTO PARTS & ACCESSORIES	1	85
		160206	LARCENY - (NON-AUTO), $50-99, BICYCLES	1	180
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	5	200
		160303	LARCENY - (NON AUTO), $15-49, SHOPLIFTING	1	43
		160304	LARCENY - (NON-AUTO), $15-49, FROM AUTO	1	42
		160305	LARCENY - (NON AUTO), $15-49, AUTO PARTS & ACCESSORIES	1	
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	5	83
		170100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		190000	ARSON	1	
		100000	VANDALISM, GENERAL	1	
		100100	VANDALISM, GOVERNMENT PROPERTY	42	961
		100200	VANDALISM, MOVABLE PROPERTY	1	
		100370	VANDALISM, PRIVATE PROPERTY	8	785
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	198	
			PARK TOTAL	315	12,769
6310	ISLE ROYALE NP	140500	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		150112	BURGLARY, FORCIBLE ENTRY, RESIDENCE - NIGHT	1	
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	1	50
		150321	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - DAY	1	
		160109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	1	175
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	2	
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	1	29
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	1	
		100100	VANDALISM, GOVERNMENT PROPERTY	7	112
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	8	
			PARK TOTAL	24	366
6320	PICTURED ROCKS NL	160204	LARCENY - (NON-AUTO), $50-99, FROM AUTO	2	141
		160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	2	158
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	1	28

PART I OFFENSES, 1980 SUMMARY, FOR MIDWEST REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
6320	PICTURED ROCKS NL	160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	3	32
		100100	VANDALISM, GOVERNMENT PROPERTY	13	313
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	217	
			PARK TOTAL	238	672
6340	FORT LARNED NHS	160307	LARCENY - (NON-AUTO), $15-49, FROM BUILDINGS	1	17
		100400	VANDALISM, STONES AND OTHER OBJECTS	1	
			PARK TOTAL	2	17
6360	GEORGE WASH CARVER NM	100100	VANDALISM, GOVERNMENT PROPERTY	5	30
			PARK TOTAL	5	30
6370	WILSON'S CREEK NB	150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	1	120
		160104	LARCENY - (NON-AUTO), $100 +, FROM AUTO	1	545
		160109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	1	135
		160307	LARCENY - (NON-AUTO), $15-49, FROM BUILDINGS	2	10
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	3	90
		100100	VANDALISM, GOVERNMENT PROPERTY	19	1,065
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	1	
			PARK TOTAL	27	1,965
6400	LINCOLN BOYHOOD NMEM	160307	LARCENY - (NON-AUTO), $15-49, FROM BUILDINGS	2	76
		100100	VANDALISM, GOVERNMENT PROPERTY	2	53
		100400	VANDALISM, STONES AND OTHER OBJECTS	2	70
			PARK TOTAL	6	199
6402	GEORGE ROGERS CLARK NHP	150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	1	187
		100100	VANDALISM, GOVERNMENT PROPERTY	2	5
			PARK TOTAL	3	192
6470	HERBERT HOOVER NHS	100100	VANDALISM, GOVERNMENT PROPERTY	1	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	1	
			PARK TOTAL	2	
6480	HOMESTEAD NM OF AMERICA	150323	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - UNKNOWN	2	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	1	
			PARK TOTAL	3	
6514	MOUND CITY GROUP NM	160207	LARCENY - (NON-AUTO), $50-99, FROM BUILDINGS	2	165
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	3	45
		100100	VANDALISM, GOVERNMENT PROPERTY	1	65
			PARK TOTAL	6	275
6516	PERRY'S VICTORY & IPM	150313	BURGLARY, ATTEMPTED FORCIBLE ENTRY, RESIDENCE - UNKNOWN	1	15
		100100	VANDALISM, GOVERNMENT PROPERTY	6	222
			PARK TOTAL	7	237
6520	JEFFERSON N E M NHS	130107	ROBBERY, ARMED - ANY WEAPON: MISCELLANEOUS	1	

PART I OFFENSES, 1981 SUMMARY, FOR MIDWEST REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
6520	JEFFERSON N E M NHS	130201	ROBBERY, STRONG-ARM, NO WEAPON: HIGHWAY, STREETS, ETC.	1	
		130307	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	1	80
		130401	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	2	106
		130407	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	4	30
		140500	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	2	
		150112	BURGLARY, FORCIBLE ENTRY, RESIDENCE - NIGHT	1	72,000
		150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	1	
		150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	1	50
		150122	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - NIGHT	1	207
		160102	LARCENY - (NON AUTO), $100 +, PURSE SNATCHING	1	7
		160104	LARCENY - (NON-AUTO), $100 +, FROM AUTO	42	39,439
		160105	LARCENY - (NON AUTO), $100 +, AUTO PARTS & ACCESSORIES	2	400
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	6	2,610
		160108	LARCENY - (NON AUTO), $100 +, FROM COIN OP MACHINES	1	
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	2	652
		160201	LARCENY - (NON-AUTO), $50-99, POCKET-PICKING	1	65
		160204	LARCENY - (NON AUTO), $50-99, FROM AUTO	24	3,071
		160205	LARCENY - (NON AUTO), $50-99, AUTO PARTS & ACCESSORIES	2	123
		160206	LARCENY - (NON AUTO), $50-99, BICYCLES	1	72
		160207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	8	466
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	1	140
		160301	LARCENY - (NON AUTO), $15-49, POCKET-PICKING	2	50
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	5	142
		160305	LARCENY - (NON AUTO), $15-49, AUTO PARTS & ACCESSORIES	2	17
		160307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	5	100
		160308	LARCENY - (NON AUTO), $15-49, FROM COIN-OP MACHINES	1	
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	3	45
		170100	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	5	20,900
		170300	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		180100	VANDALISM, GOVERNMENT PROPERTY	19	1,573
		180300	VANDALISM, PRIVATE PROPERTY	7	445
		180400	VANDALISM, STONES AND OTHER OBJECTS	7	650
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	7	10
			PARK TOTAL	173	143,447
6530	LINCOLN HOME NHS	160102	LARCENY - (NON-AUTO), $100 +, PURSE-SNATCHING	1	
		160107	LARCENY - (NON-AUTO), $100 +, FROM BUILDINGS	1	644
		160205	LARCENY - (NON-AUTO), $50-99, AUTO PARTS & ACCESSORIES	1	
		160207	LARCENY - (NON-AUTO), $50-99, FROM BUILDINGS	1	
		160307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	2	
		180100	VANDALISM, GOVERNMENT PROPERTY	1	
			PARK TOTAL	7	644
6540	PIPESTONE NM	150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	1	
			PARK TOTAL	1	
6590	SAINT CROIX NSR	140400	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	2	80

PART I OFFENSES, 1983 SUMMARY, FOR MIDWEST REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
6590	SAINT CROIX NSR	150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	2	510
		150211	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE DAY	1	
		150223	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - UNKNOWN	1	
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	1	1,485
		160107	LARCENY - (NON-AUTO), $100 +, FROM BUILDINGS	2	1,005
		160109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	5	1,050
		160201	LARCENY - (NON-AUTO), $50-99, POCKET-PICKING	1	150
		160204	LARCENY - (NON-AUTO), $50-99, FROM AUTO	1	190
		160205	LARCENY - (NON-AUTO), $50-99, AUTO PARTS & ACCESSORIES	1	105
		160207	LARCENY - (NON-AUTO), $50-99, FROM BUILDINGS	1	150
		160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	5	449
		160307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	1	42
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	8	203
		170300	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	3,000
		180000	VANDALISM, GENERAL	8	435
		180100	VANDALISM, GOVERNMENT PROPERTY	55	9,428
		180200	VANDALISM, MOVABLE PROPERTY	1	20
		180300	VANDALISM, PRIVATE PROPERTY	4	60
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	19	50
			PARK TOTAL	121	18,382
6620	SLEEPING BEAR DUNES NL	150112	BURGLARY, FORCIBLE ENTRY, RESIDENCE - NIGHT	1	100
		150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	3	225
		150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	3	82
		150122	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE NIGHT	1	
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	8	150
		150213	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE UNKNOWN	1	
		150223	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - UNKNOWN	1	
		151313	BURGLARY, ATTEMPTED FORCIBLE ENTRY, RESIDENCE UNKNOWN	1	90
		160104	LARCENY - (NON-AUTO), $100 +, FROM AUTO	1	1,000
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	1	90
		160205	LARCENY - (NON AUTO), $50-99, AUTO PARTS & ACCESSORIES	1	
		160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	8	654
		160304	LARCENY - (NON-AUTO), $15-49, FROM AUTO	2	60
		160307	LARCENY - (NON-AUTO), $15-49, FROM BUILDINGS	2	30
		160308	LARCENY - (NON AUTO), $15-49, FROM COIN-OP MACHINES	1	29
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	8	180
		170300	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	1	600
		180000	VANDALISM, GENERAL	1	200
		180100	VANDALISM, GOVERNMENT PROPERTY	69	4,412
		180200	VANDALISM, MOVABLE PROPERTY	6	
		180300	VANDALISM, PRIVATE PROPERTY	5	155
		180400	VANDALISM, STOVES AND OTHER OBJECTS	2	25
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	86	20
			PARK TOTAL	213	8,093
6640	OZARK NSR	150111	BURGLARY, FORCIBLE ENTRY, RESIDENCE - DAY	1	45
		150112	BURGLARY, FORCIBLE ENTRY, RESIDENCE - NIGHT	1	250

PART I OFFENSES, 1981 SUMMARY, FOR MIDWEST REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
6640	OZARK NSR	050113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	7	429
		050123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE UNKNOWN	2	800
		050313	BURGLARY, ATTEMPTED FORCIBLE ENTRY, RESIDENCE UNKNOWN	1	
		050323	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - UNKNOWN	3	38
		060101	LARCENY - (NON AUTO), $100 +, POCKET-PICKING	1	116
		060104	LARCENY (NON-AUTO), $100 +, FROM AUTO	19	1,320
		060107	LARCENY - (NON-AUTO), $100 +, FROM BUILDINGS	1	403
		060108	LARCENY - (NON AUTO), $100 +, FROM COIN OP MACHINES	1	125
		060109	LARCENY - (NON AUTO), $100 +, ALL OTHER	6	2,017
		060204	LARCENY - (NON AUTO), $50-99, FROM AUTO	7	1,032
		060205	LARCENY - (NON AUTO), $50-99, AUTO PARTS & ACCESSORIES	1	95
		060209	LARCENY - (NON AUTO), $50-99, ALL OTHER	2	140
		060301	LARCENY - (NON AUTO), $15-49, POCKET-PICKING	1	
		060304	LARCENY - (NON AUTO), $15-49, FROM AUTO	1	40
		060305	LARCENY - (NON AUTO), $15-49, AUTO PARTS & ACCESSORIES	1	
		060307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	2	30
		060309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	13	450
		070100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	2	500
		070200	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		070300	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	2,435
		080000	ARSON	2	2,468
		100000	VANDALISM, GENERAL	4	25
		100100	VANDALISM, GOVERNMENT PROPERTY	21	1,100
		100200	VANDALISM, MOVABLE PROPERTY	1	30
		100400	VANDALISM, STONES AND OTHER OBJECTS	1	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	9	
			PARK TOTAL	104	13,885
6700	SCOTTS BLUFF NM	060107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	1	2,000
		060309	LARCENY - (NON AUTO), $15-49, ALL OTHER	1	25
		080000	ARSON	1	
		100000	VANDALISM, GENERAL	1	50
		100100	VANDALISM, GOVERNMENT PROPERTY	3	4,115
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	2	
			PARK TOTAL	9	6,190
6820	VOYAGEURS NP	50112	BURGLARY, FORCIBLE ENTRY, RESIDENCE NIGHT	1	
		050113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	1	550
		050123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE UNKNOWN	1	
		060107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	1	650
		060109	LARCENY - (NON AUTO), $100 +, ALL OTHER	3	945
		060209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	4	248
		060306	LARCENY (NON-AUTO), $15-49, BICYCLES	1	40
		060309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	1	45
		070300	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		100100	VANDALISM, GOVERNMENT PROPERTY	22	1,650
		100200	VANDALISM, MOVABLE PROPERTY	1	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	14	

PART I OFFENSES, 1981 SUMMARY, FOR MIDWEST REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
			PARK TOTAL	51	4,128
			REGION TOTAL	1,650	225,651

PART I OFFENSES, 1980 SUMMARY, FOR SOUTHWEST REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
7100	AMISTAD RA	140100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		150121	BURGLARY, FORCIBLE ENTRY, NON RESIDENCE DAY	2	490
		150222	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - NIGHT	1	286
		150322	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - NIGHT	1	45
		160101	LARCENY - (NON AUTO), $100 +, POCKET-PICKING	1	
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	3	1,300
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	8	3,164
		160202	LARCENY - (NON AUTO), $50-99, PURSE-SNATCHING	1	95
		160205	LARCENY - (NON AUTO), $50-99, AUTO PARTS & ACCESSORIES	1	55
		160207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	1	60
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	2	145
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	2	184
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	5	150
		100000	VANDALISM, GENERAL	2	30
		100100	VANDALISM, GOVERNMENT PROPERTY	23	1,073
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	5	
			PARK TOTAL	59	7,117
7120	BANDELIER NM	150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	1	
		150312	BURGLARY, ATTEMPTED FORCIBLE ENTRY, RESIDENCE NIGHT	1	
		160105	LARCENY - (NON-AUTO), $100 +, AUTO PARTS & ACCESSORIES	1	375
		160202	LARCENY - (NON-AUTO), $50-99, PURSE-SNATCHING	1	140
		160204	LARCENY - (NON AUTO), $50-99, FROM AUTO	1	100
		160207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	1	100
		160302	LARCENY - (NON AUTO), $15-49, PURSE SNATCHING	1	25
		160304	LARCENY - (NON-AUTO), $15-49, FROM AUTO	1	15
		100100	VANDALISM, GOVERNMENT PROPERTY	7	326
		100200	VANDALISM, MOVABLE PROPERTY	1	25
		100400	VANDALISM, STONES AND OTHER OBJECTS	2	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	18	
			PARK TOTAL	36	1,106
7130	BIG BEND NP	130131	ROBBERY, ARMED - ANY WEAPON; HIGHWAY, STREETS, ETC.	1	400
		150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE DAY	1	
		150211	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE - DAY	1	
		150323	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - UNKNOWN	1	50
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	5	2,879
		160106	LARCENY - (NON-AUTO), $100 +, BICYCLES	1	1,320
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	1	400
		160109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	5	1,145
		160204	LARCENY - (NON AUTO), $50-99, FROM AUTO	5	318
		160207	LARCENY - (NON-AUTO), $50-99, FROM BUILDINGS	1	150
		160209	LARCENY - (NON-AUTO), $50 99, ALL OTHER	5	827
		160303	LARCENY - (NON-AUTO), $15-49, SHOPLIFTING	1	9
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	3	55
		160307	LARCENY - (NON-AUTO), $15-49, FROM BUILDINGS	2	79
		160309	LARCENY (NON-AUTO), $15-49, ALL OTHER	6	110
		180000	ARSON	1	

PART I OFFENSES, 1983 SUMMARY, FOR SOUTHWEST REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
7130	BIG BEND NP	100000	VANDALISM, GENERAL	1	5
		100100	VANDALISM, GOVERNMENT PROPERTY	10	405
		1002 0	VANDALISM, MOVABLE PROPERTY	1	50
		100300	VANDALISM, PRIVATE PROPERTY	1	40
		100400	VANDALISM, STONES AND OTHER OBJECTS	1	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	2	
			PARK TOTAL	56	8,242
7150	BUFFALO NR	350113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	2	1,501
		160104	LARCENY - (NON-AUTO), $100 +, FROM AUTO	4	513
		160105	LARCENY - (NON-AUTO), $100 +, AUTO PARTS & ACCESSORIES	1	40
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	2	589
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	8	1,807
		160204	LARCENY - (NON AUTO), $50-99, FROM AUTO	5	741
		160207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	3	250
		160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	8	1,094
		160301	LARCENY - (NON AUTO), $15-49, POCKET-PICKING	1	35
		160305	LARCENY - (NON AUTO), $15-49, AUTO PARTS & ACCESSORIES	2	28
		160307	LARCENY - (NON-AUTO), $15-49, FROM BUILDINGS	4	155
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	7	175
		180000	ARSON	2	299
		100000	VANDALISM, GENERAL	1	20
		100100	VANDALISM, GOVERNMENT PROPERTY	13	1,185
		100300	VANDALISM, PRIVATE PROPERTY	4	210
		100400	VANDALISM, STONES AND OTHER OBJECTS	2	50
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	15	165
			PARK TOTAL	84	8,857
7160	CAPULIN MOUNTAIN NM	160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	1	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	2	
			PARK TOTAL	3	
7170	CARLSBAD CAVERNS NP	50121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE DAY	1	613
		160104	LARCENY - (NON-AUTO), $100 +, FROM AUTO	8	3,163
		160109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	2	538
		160205	LARCENY - (NON AUTO), $50-99, AUTO PARTS & ACCESSORIES	1	120
		160304	LARCENY - (NON-AUTO), $15-49, FROM AUTO	1	19
		160307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	3	14
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	1	65
		100100	VANDALISM, GOVERNMENT PROPERTY	3	170
		100300	VANDALISM, PRIVATE PROPERTY	1	80
		100400	VANDALISM, STONES AND OTHER OBJECTS	15	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	7	360
			PARK TOTAL	43	5,142
7180	GUADALUPE MOUNTAINS NP	160109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	1	220
		160207	LARCENY - (NON-AUTO), $50-99, FROM BUILDINGS	1	85
		100100	VANDALISM, GOVERNMENT PROPERTY	1	

PART I OFFENSES, 1980 SUMMARY, FOR SOUTHWEST REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
7180	GUADALUPE MOUNTAINS NP	260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	2	
			PARK TOTAL	5	305
7210	CHAMIZAL NMEM	140400	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		150122	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - NIGHT	1	414
		150211	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE DAY	1	10
		150223	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - UNKNOWN	1	97
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	1	
		160235	LARCENY - (NON AUTO), $50-99, AUTO PARTS & ACCESSORIES	1	395
		100100	VANDALISM, GOVERNMENT PROPERTY	1	
			PARK TOTAL	7	916
7220	FORT DAVIS NHS	60307	LARCENY - (NON-AUTO), $15-49, FROM BUILDINGS	2	30
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	1	35
		100400	VANDALISM, STONES AND OTHER OBJECTS	1	25
			PARK TOTAL	4	90
7230	FORT UNION NM	160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	1	50
			PARK TOTAL	1	50
7263	GRAN QUIVIRA NM	160107	LARCENY - (NON-AUTO), $100 +, FROM BUILDINGS	1	2,882
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	1	
			PARK TOTAL	2	2,882
7300	HOT SPRINGS NP	140330	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	1	
		150111	BURGLARY, FORCIBLE ENTRY, RESIDENCE - DAY	1	
		150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE UNKNOWN	5	5,217
		150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	2	650
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	2	50
		150211	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE DAY	1	12,047
		150221	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - DAY	2	1,025
		150223	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - UNKNOWN	1	1,600
		150313	BURGLARY, ATTEMPTED FORCIBLE ENTRY, RESIDENCE UNKNOWN	1	10
		160102	LARCENY - (NON-AUTO), $100 +, PURSE SNATCHING	1	
		160109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	3	463
		160204	LARCENY - (NON-AUTO), $50-99, FROM AUTO	1	99
		160207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	4	529
		160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	4	480
		160302	LARCENY - (NON AUTO), $15-49, PURSE-SNATCHING	2	55
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	1	13
		160306	LARCENY - (NON AUTO), $15-49, BICYCLES	1	
		160307	LARCENY - (NON-AUTO), $15-49, FROM BUILDINGS	1	10
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	4	96
		170100	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	1	
		180000	ARSON	1	
		100000	VANDALISM, GENERAL	6	70
		100100	VANDALISM, GOVERNMENT PROPERTY	41	1,757
		100300	VANDALISM, PRIVATE PROPERTY	4	198

PART I OFFENSES, 1981 SUMMARY, FOR SOUTHWEST REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
7300	HOT SPRINGS NP	100400	VANDALISM, STONES AND OTHER OBJECTS	3	93
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	13	450
			PARK TOTAL	107	24,912
7310	ARKANSAS POST NMEM	160208	LARCENY - (NON-AUTO), $50-99, FROM COIN-OP MACHINES	1	60
			PARK TOTAL	1	60
7320	FORT SMITH NHS	19040	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		150321	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - DAY	1	179
		160104	LARCENY - (NON-AUTO), $100 +, FROM AUTO	1	228
		160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	1	50
		180000	ARSON	1	25
		100100	VANDALISM, GOVERNMENT PROPERTY	1	100
		100400	VANDALISM, STONES AND OTHER OBJECTS	1	25
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	3	25
			PARK TOTAL	10	632
7330	PEA RIDGE NMP	130107	ROBBERY, ARMED ANY WEAPON; MISCELLANEOUS	1	
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	1	
		100100	VANDALISM, GOVERNMENT PROPERTY	1	
		100200	VANDALISM, MOVABLE PROPERTY	1	
			PARK TOTAL	4	
7350	LYNDON B JOHNSON NHS	160307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	2	13
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	1	6
		100100	VANDALISM, GOVERNMENT PROPERTY	1	
		100300	VANDALISM, PRIVATE PROPERTY	1	
		100400	VANDALISM, STONES AND OTHER OBJECTS	1	
			PARK TOTAL	6	19
7380	AZTEC RUINS NM	150111	BURGLARY, FORCIBLE ENTRY, RESIDENCE - DAY	1	50
			PARK TOTAL	1	50
7390	CANYON DE CHELLY NM	110100	CRIMINAL HOMICIDE, MURDER OR MANSLAUGHTER	1	
		190200	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		160101	LARCENY - (NON-AUTO), $100 +, POCKET PICKING	1	350
		160104	LARCENY (NON-AUTO), $100 +, FROM AUTO	4	2,605
		160109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	6	3,279
		160204	LARCENY - (NON AUTO), $50-99, FROM AUTO	2	248
		160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	2	140
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	3	5
		160305	LARCENY (NON-AUTO), $15-49, AUTO PARTS & ACCESSORIES	1	7
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	5	19
		100000	VANDALISM, GENERAL	2	125
		100100	VANDALISM, GOVERNMENT PROPERTY	2	
		100200	VANDALISM, MOVABLE PROPERTY	1	
		100400	VANDALISM, STONES AND OTHER OBJECTS	2	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	1	

PART I OFFENSES, 1983 SUMMARY, FOR SOUTHWEST REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
			PARK TOTAL	34	6,779
7400	CHACO CANYON NM	150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE UNKNOWN	1	75
		160139	LARCENY - (NON AUTO), $100 +, ALL OTHER	2	360
		160304	LARCENY - (NON-AUTO), $15-49, FROM AUTO	1	15
		100100	VANDALISM, GOVERNMENT PROPERTY	7	265
		100400	VANDALISM, STONES AND OTHER OBJECTS	1	
		250220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	23	100
			PARK TOTAL	35	815
7410	EL MORRO NM	260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	36	
			PARK TOTAL	36	
7420	HUBBELL TRAD POST NHS	150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	1	
		150322	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - NIGHT	1	
		160205	LARCENY - (NON-AUTO), $50-99, AUTO PARTS & ACCESSORIES	1	
		160299	LARCENY - (NON AUTO), $50-99, ALL OTHER	1	
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	1	
		160305	LARCENY - (NON AUTO), $15-49, AUTO PARTS & ACCESSORIES	1	
		100000	VANDALISM, GENERAL	1	
		100400	VANDALISM, STONES AND OTHER OBJECTS	6	
			PARK TOTAL	13	
7430	NAVAJO NM	160157	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	1	250
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	1	
		100100	VANDALISM, GOVERNMENT PROPERTY	1	
			PARK TOTAL	3	250
7460	SUNSET CRATER NM	150221	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - DAY	1	352
		160109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	1	20
		10110	VANDALISM, GOVERNMENT PROPERTY	3	40
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	3	
			PARK TOTAL	9	412
7470	WUPATKI NM	140100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	2	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	1	
			PARK TOTAL	4	
7490	PADRE ISLAND NS	120100	RAPE, FORCIBLE: RAPE OF FORCE	1	
		140300	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	1	
		150322	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - NIGHT	1	90
		160104	LARCENY (NON-AUTO), $100 +, FROM AUTO	1	372
		160109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	2	8,725
		160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	3	335
		170100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	3	13,686
		170300	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	400
		100000	VANDALISM, GENERAL	1	46

PART I OFFENSES, 1983 SUMMARY, FOR SOUTHWEST REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
7490	PADRE ISLAND NS	100100	VANDALISM, GOVERNMENT PROPERTY	7	555
			PARK TOTAL	21	24,201
7500	PECOS NM	150311	BURGLARY, ATTEMPTED FORCIBLE ENTRY, RESIDENCE - DAY	1	
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	1	5
		100000	VANDALISM, GENERAL	2	19
		100100	VANDALISM, GOVERNMENT PROPERTY	3	134
			PARK TOTAL	7	158
7510	CHICKASAW NRA	14040	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	2	
		150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE UNKNOWN	1	518
		150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	3	4,066
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	1	1,750
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	2	74
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	3	2,365
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	3	195
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	1	45
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	2	405
		170100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		100100	VANDALISM, GOVERNMENT PROPERTY	7	1,481
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	1	
			PARK TOTAL	27	10,899
7530	JEAN LAFITTE NHP & PRES	160106	LARCENY - (NON-AUTO), $100 +, BICYCLES	1	200
		160109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	1	300
		160207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	1	90
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	2	123
		100100	VANDALISM, GOVERNMENT PROPERTY	2	24
			PARK TOTAL	7	737
7540	LAKE MEREDITH RA	140100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	1	161
		160104	LARCENY - (NON-AUTO), $100 +, FROM AUTO	6	1,814
		160109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	10	4,305
		160204	LARCENY - (NON AUTO), $50-99, FROM AUTO	1	99
		160205	LARCENY - (NON AUTO), $50-99, AUTO PARTS & ACCESSORIES	1	85
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	6	566
		160303	LARCENY - (NON AUTO), $15-49, SHOPLIFTING	1	25
		1603 4	LARCENY - (NON AUTO), $15-49, FROM AUTO	1	25
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	4	75
		180000	ARSON	1	
		100100	VANDALISM, GOVERNMENT PROPERTY	21	1,947
		100300	VANDALISM, PRIVATE PROPERTY	3	5
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	7	
			PARK TOTAL	64	9,107
7810	WHITE SANDS NM	150122	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - NIGHT	1	500
		160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	1	75

PART I OFFENSES, 198_ SUMMARY, FOR SOUTHWEST REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
7810	WHITE SANDS NM	160303	LARCENY - (NON AUTO), $15-49, SHOPLIFTING	1	
		100000	VANDALISM, GENERAL	2	
		10010	VANDALISM, GOVERNMENT PROPERTY	1	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	51	
			PARK TOTAL	57	575
			REGION TOTAL	745	114,312

PART I OFFENSES, 1981 SUMMARY, FOR WESTERN REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
8110	CABRILLO NM	140300	* * * * * · INVALID OR NON IDENTIFIED CODE * * * * *	1	
		150213	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE UNKNOWN	1	155
		1601 9	LARCENY - (NON AUTO), $100 +, ALL OTHER	1	
		160204	LARCENY - (NON AUTO), $50-99, FROM AUTO	10	1,919
		160207	LARCENY - (NON-AUTO), $50-99, FROM BUILDINGS	1	68
		160304	LARCENY - (NON-AUTO), $15-49, FROM AUTO	2	14
		160305	LARCENY - (NON AUTO), $15-49, AUTO PARTS & ACCESSORIES	1	6
		1603 8	LARCENY - (NON AUTO), $15-49, FROM COIN OP MACHINES	1	23
		100100	VANDALISM, GOVERNMENT PROPERTY	2	10
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	63	
			PARK TOTAL	83	2,195
8120	CHANNEL ISLANDS NM	160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	1	307
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	1	1,000
		100100	VANDALISM, GOVERNMENT PROPERTY	1	80
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	1	
			PARK TOTAL	4	1,387
8130	DEATH VALLEY NM	140100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		140400	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		140500	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	2	
		150112	BURGLARY, FORCIBLE ENTRY, RESIDENCE NIGHT	1	252
		150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE · UNKNOWN	1	50
		15 121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE DAY	1	8,331
		150122	BURGLARY, FORCIBLE ENTRY, NON RESIDENCE · NIGHT	2	570
		150321	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES · DAY	1	
		160104	LARCENY - (NON-AUTO), $100 +, FROM AUTO	6	3,446
		160105	LARCENY - (NON AUTO), $100 +, AUTO PARTS & ACCESSORIES	2	4,027
		160107	LARCENY - (NON-AUTO), $100 +, FROM BUILDINGS	2	6,250
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	4	1,182
		160207	LARCENY - (NON-AUTO), $50-99, FROM BUILDINGS	2	220
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	7	592
		60307	LARCENY - (NON-AUTO), $15-49, FROM BUILDINGS	1	25
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	20	308
		170100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	2	
		170300	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	1	
		100000	VANDALISM, GENERAL	3	111
		100100	VANDALISM, GOVERNMENT PROPERTY	33	1,101
		100200	VANDALISM, MOVABLE PROPERTY	1	400
		100300	VANDALISM, PRIVATE PROPERTY	1	50
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	11	50
			PARK TOTAL	106	26,965
8140	GOLDEN GATE NRA	120100	RAPE, FORCIBLE; RAPE OF FORCE	7	
		120200	RAPE, FORCIBLE; ASSUALT TO RAPE - ATTEMPTS	2	
		130107	ROBBERY, ARMED - ANY WEAPON; MISCELLANEOUS	2	167
		130207	ROBBERY, STRONG-ARM, NO WEAPON; MISCELLANEOUS	1	20
		130401	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	3	4,992

PART I OFFENSES, 1980 SUMMARY, FOR WESTERN REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
8140	GOLDEN GATE NRA	130407	* * * * * * INVALID OR NON IDENTIFIED CODE * * * * * *	7	1,489
		140100	* * * * * * INVALID OR NON IDENTIFIED CODE * * * * * *	1	
		140200	* * * * * * INVALID OR NON IDENTIFIED CODE * * * * * *	4	
		140300	* * * * * * INVALID OR NON IDENTIFIED CODE * * * * * *	5	
		140400	* * * * * * INVALID OR NON IDENTIFIED CODE * * * * * *	14	
		140500	* * * * * * INVALID OR NON IDENTIFIED CODE * * * * * *	9	
		150111	BURGLARY, FORCIBLE ENTRY, RESIDENCE - DAY	2	250
		150112	BURGLARY, FORCIBLE ENTRY, RESIDENCE - NIGHT	1	
		150121	BURGLARY, FORCIBLE ENTRY, NON RESIDENCE - DAY	2	2,490
		150122	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - NIGHT	1	15
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	10	5,302
		150212	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE - NIGHT	1	
		150221	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - DAY	6	3,033
		150223	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - UNKNOWN	9	30,733
		150321	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - DAY	2	100
		150323	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - UNKNOWN	2	100
		160102	LARCENY - (NON AUTO), $100 +, PURSE-SNATCHING	1	100
		160104	LARCENY - (NON-AUTO), $100 +, FROM AUTO	59	36,903
		160105	LARCENY - (NON AUTO), $100 +, AUTO PARTS & ACCESSORIES	6	2,020
		160106	LARCENY - (NON AUTO), $100 +, BICYCLES	2	550
		160107	LARCENY - (NON-AUTO), $100 +, FROM BUILDINGS	25	15,786
		160109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	27	15,677
		160202	LARCENY - (NON AUTO), $50-99, PURSE-SNATCHING	1	50
		160203	LARCENY - (NON AUTO), $50-99, SHOPLIFTING	1	74
		160204	LARCENY - (NON AUTO), $50-99, FROM AUTO	32	3,556
		160205	LARCENY - (NON-AUTO), $50-99, AUTO PARTS & ACCESSORIES	8	566
		160206	LARCENY - (NON-AUTO), $50-99, BICYCLES	2	205
		160207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	19	1,639
		160208	LARCENY - (NON-AUTO), $50-99, FROM COIN-OP MACHINES	3	231
		160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	21	2,229
		160301	LARCENY - (NON AUTO), $15-49, POCKET-PICKING	1	20
		160302	LARCENY - (NON AUTO), $15-49, PURSE-SNATCHING	2	67
		160303	LARCENY - (NON AUTO), $15-49, SHOPLIFTING	3	40
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	19	567
		160305	LARCENY - (NON AUTO), $15-49, AUTO PARTS & ACCESSORIES	4	50
		160307	LARCENY - (NON-AUTO), $15-49, FROM BUILDINGS	29	1,977
		160308	LARCENY - (NON-AUTO), $15-49, FROM COIN-OP MACHINES	1	3
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	110	2,947
		170130	* * * * * * INVALID OR NON IDENTIFIED CODE * * * * * *	3	6,437
		180000	ARSON	3	25
		100100	VANDALISM, GOVERNMENT PROPERTY	334	25
		100200	VANDALISM, MOVABLE PROPERTY	6	
		100300	VANDALISM, PRIVATE PROPERTY	29	
		180400	VANDALISM, STOVES AND OTHER OBJECTS	5	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	2	
			PARK TOTAL	848	140,482
8210	GRAND CANYON NP	110100	CRIMINAL HOMICIDE, MURDER OR MANSLAUGHTER	1	

PART I OFFENSES, 1981 SUMMARY, FOR WESTERN REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
8210	GRAND CANYON NP	120100	RAPE, FORCIBLE: RAPE OF FORCE	2	
		140300	* * * * * * INVALID OR NON IDENTIFIED CODE * * * * *	3	40
		140400	* * * * * * INVALID OR NON IDENTIFIED CODE * * * * *	8	
		140500	* * * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		150111	BURGLARY, FORCIBLE ENTRY, RESIDENCE - DAY	2	750
		150112	BURGLARY, FORCIBLE ENTRY, RESIDENCE - NIGHT	4	1,077
		150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	2	385
		150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	4	2,448
		150122	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - NIGHT	3	5,956
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	5	1,368
		150211	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE DAY	3	183
		150212	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE NIGHT	8	867
		150213	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE UNKNOWN	5	1,537
		150221	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES DAY	3	170
		150222	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES NIGHT	2	142
		150321	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - DAY	1	50
		150322	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - NIGHT	1	
		150323	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - UNKNOWN	1	
		160101	LARCENY - (NON AUTO), $100 +, POCKET PICKING	6	11,463
		160102	LARCENY - (NON AUTO), $100 +, PURSE SNATCHING	2	470
		160103	LARCENY - (NON AUTO), $100 +, SHOPLIFTING	2	525
		160104	LARCENY - (NON-AUTO), $100 +, FROM AUTO	49	30,149
		160105	LARCENY - (NON-AUTO), $100 +, AUTO PARTS & ACCESSORIES	5	476
		160106	LARCENY - (NON AUTO), $100 +, BICYCLES	3	820
		160107	LARCENY - (NON-AUTO), $100 +, FROM BUILDINGS	14	3,270
		160108	LARCENY - (NON AUTO), $100 +, FROM COIN-OP MACHINES	2	600
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	25	12,303
		160201	LARCENY - (NON-AUTO), $50-99, POCKET-PICKING	3	200
		160202	LARCENY - (NON AUTO), $50-99, PURSE-SNATCHING	1	88
		160203	LARCENY - (NON AUTO), $50-99, SHOPLIFTING	1	12
		160204	LARCENY - (NON AUTO), $50-99, FROM AUTO	13	1,446
		160205	LARCENY - (NON-AUTO), $50-99, AUTO PARTS & ACCESSORIES	8	574
		160206	LARCENY - (NON AUTO), $50-99, BICYCLES	6	593
		160207	LARCENY - (NON-AUTO), $50-99, FROM BUILDINGS	11	2,367
		160208	LARCENY - (NON AUTO), $50-99, FROM COIN-OP MACHINES	2	155
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	8	759
		160303	LARCENY - (NON-AUTO), $15-49, SHOPLIFTING	7	20
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	8	272
		160305	LARCENY - (NON AUTO), $15-49, AUTO PARTS & ACCESSORIES	7	87
		160306	LARCENY - (NON-AUTO), $15-49, BICYCLES	1	20
		160307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	5	180
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	13	638
		170100	* * * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	14	24,200
		170300	* * * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	2	330
		190000	VANDALISM, GENERAL	2	200
		190100	VANDALISM, GOVERNMENT PROPERTY	13	710
		190200	VANDALISM, MOVABLE PROPERTY	3	480
		190300	VANDALISM, PRIVATE PROPERTY	8	243

PART I OFFENSES, 1983 SUMMARY, FOR WESTERN REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
8210	GRAND CANYON NP	100400	VANDALISM, STOVES AND OTHER OBJECTS	2	20
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	53	
			PARK TOTAL	359	108,599
8280	PUUHONUA O HONAUNAU NHP	150211	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE DAY	1	
		160107	LARCENY - (NON-AUTO), $100 +, FROM BUILDINGS	1	
			PARK TOTAL	2	
8290	HALEAKALA NP	150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	2	1,455
		150122	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE NIGHT	2	3,328
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	6	8,674
		160107	LARCENY - (NON-AUTO), $100 +, FROM BUILDINGS	1	500
		160109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	3	3,715
		160204	LARCENY - (NON AUTO), $50 99, FROM AUTO	1	200
		160205	LARCENY - (NON-AUTO), $50-99, AUTO PARTS & ACCESSORIES	1	
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	1	
		160305	LARCENY - (NON-AUTO), $15-49, AUTO PARTS & ACCESSORIES	1	15
		160307	LARCENY - (NON-AUTO), $15-49, FROM BUILDINGS	1	
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	2	35
		100000	VANDALISM, GENERAL	3	111
		100100	VANDALISM, GOVERNMENT PROPERTY	6	1,436
		100300	VANDALISM, PRIVATE PROPERTY	1	
		100400	VANDALISM, STOVES AND OTHER OBJECTS	1	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	6	
			PARK TOTAL	38	19,469
8300	HAWAII VOLCANOES NP	120100	RAPE, FORCIBLE: RAPE OF FORCE	1	
		140100	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	1	
		140400	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		140500	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	2	
		150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE DAY	1	8
		150211	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE DAY	1	105
		150221	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - DAY	2	422
		150222	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - NIGHT	1	712
		150321	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - DAY	1	15
		160101	LARCENY - (NON AUTO), $100 +, POCKET-PICKING	3	1,641
		160103	LARCENY - (NON-AUTO), $100 +, SHOPLIFTING	1	200
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	15	15,179
		160105	LARCENY - (NON-AUTO), $100 +, AUTO PARTS & ACCESSORIES	1	7
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	3	1,310
		160109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	5	4,486
		160204	LARCENY - (NON AUTO), $50-99, FROM AUTO	5	913
		160206	LARCENY - (NON AUTO), $50 99, BICYCLES	1	165
		160207	LARCENY - (NON-AUTO), $50-99, FROM BUILDINGS	2	283
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	3	473
		160304	LARCENY - (NON-AUTO), $15-49, FROM AUTO	2	46
		160306	LARCENY - (NON-AUTO), $15-49, BICYCLES	1	35
		160307	LARCENY - (NON-AUTO), $15-49, FROM BUILDINGS	2	25

PART I OFFENSES, 1981 SUMMARY, FOR WESTERN REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
8300	HAWAII VOLCANOES NP	160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	4	78
		170100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	4,500
		170200	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	3,000
		100000	VANDALISM, GENERAL	3	
		100100	VANDALISM, GOVERNMENT PROPERTY	5	886
		100200	VANDALISM, MOVABLE PROPERTY	2	67
		100300	VANDALISM, PRIVATE PROPERTY	5	150
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	1	
			PARK TOTAL	77	34,705
8330	JOSHUA TREE NM	150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	1	
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	2	1,400
		160204	LARCENY - (NON AUTO), $50-99, FROM AUTO	2	55
		160208	LARCENY - (NON AUTO), $50-99, FROM COIN OP MACHINES	1	115
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	1	
		160307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	1	25
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	1	
		100000	VANDALISM, GENERAL	2	143
		100100	VANDALISM, GOVERNMENT PROPERTY	9	88
		100400	VANDALISM, STONES AND OTHER OBJECTS	4	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	6	
			PARK TOTAL	30	1,823
8360	LAKE MEAD NRA	110130	CRIMINAL HOMICIDE, MURDER OR MANSLAUGHTER	2	
		120100	RAPE, FORCIBLE: RAPE OF FORCE	4	
		120200	RAPE, FORCIBLE: ASSUALT TO RAPE - ATTEMPTS	1	
		131105	ROBBERY, ARMED ANY WEAPON: RESIDENCE - ON PREMISE	1	
		131107	ROBBERY, ARMED ANY WEAPON: MISCELLANEOUS	1	600
		131207	ROBBERY, STRONG-ARM, NO WEAPON: MISCELLANEOUS	1	
		130301	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		130401	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	99
		130407	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		141100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	5	50
		142200	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		142400	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	12	402
		142500	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	10	
		150111	BURGLARY, FORCIBLE ENTRY, RESIDENCE - DAY	7	6,522
		150112	BURGLARY, FORCIBLE ENTRY, RESIDENCE - NIGHT	3	1,629
		150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	7	4,317
		150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	9	2,349
		150122	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - NIGHT	9	16,535
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	21	24,971
		150211	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE - DAY	3	1,016
		150212	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE - NIGHT	2	1,019
		150213	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE - UNKNOWN	2	65
		150221	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - DAY	5	933
		150222	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - NIGHT	1	450
		150223	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - UNKNOWN	13	6,494

PART I OFFENSES, 1983 SUMMARY, FOR WESTERN REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
8360	LAKE MEAD NRA	150313	BURGLARY, ATTEMPTED FORCIBLE ENTRY, RESIDENCE UNKNOWN	1	
		150321	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON RES - DAY	4	55
		150322	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES NIGHT	1	
		160101	LARCENY - (NON-AUTO), $100 +, POCKET-PICKING	4	4,815
		160102	LARCENY - (NON AUTO), $100 +, PURSE SNATCHING	5	1,250
		160104	LARCENY - (NON-AUTO), $100 +, FROM AUTO	33	15,925
		160105	LARCENY - (NON-AUTO), $100 +, AUTO PARTS & ACCESSORIES	13	8,412
		160106	LARCENY - (NON-AUTO), $100 +, BICYCLES	1	255
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	7	6,237
		160109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	96	155,087
		160201	LARCENY - (NON-AUTO), $50-99, POCKET-PICKING	1	
		160202	LARCENY - (NON AUTO), $50-99, PURSE-SNATCHING	1	
		160204	LARCENY - (NON-AUTO), $50-99, FROM AUTO	15	1,410
		160205	LARCENY - (NON-AUTO), $50-99, AUTO PARTS & ACCESSORIES	31	1,668
		160206	LARCENY - (NON AUTO), $50-99, BICYCLES	2	80
		160207	LARCENY - (NON-AUTO), $50-99, FROM BUILDINGS	6	450
		160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	58	5,773
		160301	LARCENY - (NON-AUTO), $15-49, POCKET-PICKING	3	
		160302	LARCENY - (NON AUTO), $15-49, PURSE SNATCHING	1	26
		160303	LARCENY - (NON-AUTO), $15-49, SHOPLIFTING	1	12
		160304	LARCENY - (NON-AUTO), $15-49, FROM AUTO	10	241
		160305	LARCENY - (NON-AUTO), $15-49, AUTO PARTS & ACCESSORIES	18	281
		160307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	6	81
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	54	3,851
		170100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	16	68,465
		170200	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	6	32,[illegible]
		170300	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	9	22,909
		190300	ARSON	1	
		100000	VANDALISM, GENERAL	9	210
		100100	VANDALISM, GOVERNMENT PROPERTY	69	6,953
		100200	VANDALISM, MOVABLE PROPERTY	10	943
		100300	VANDALISM, PRIVATE PROPERTY	27	8,930
		100400	VANDALISM, STOVES AND OTHER OBJECTS	3	200
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	42	50
			PARK TOTAL	670	413,681
8400	LASSEN VOLCANIC NP	130107	ROBBERY, ARMED ANY WEAPON; MISCELLANEOUS	1	
		150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	1	1,850
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	1	
		150313	BURGLARY, ATTEMPTED FORCIBLE ENTRY, RESIDENCE UNKNOWN	1	
		160104	LARCENY (NON AUTO), $100 +, FROM AUTO	2	1,821
		160105	LARCENY - (NON-AUTO), $100 +, AUTO PARTS & ACCESSORIES	1	500
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	3	780
		160201	LARCENY - (NON-AUTO), $50-99, POCKET-PICKING	1	8[illegible]
		160204	LARCENY - (NON-AUTO), $50-99, FROM AUTO	1	151
		160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	6	575
		160304	LARCENY - (NON-AUTO), $15-49, FROM AUTO	2	29
		160307	LARCENY - (NON-AUTO), $15-49, FROM BUILDINGS	1	15

PART I OFFENSES, 1981 SUMMARY, FOR WESTERN REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
8400	LASSEN VOLCANIC NP	160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	6	93
		100000	VANDALISM, GENERAL	1	250
		100100	VANDALISM, GOVERNMENT PROPERTY	13	1,530
		100300	VANDALISM, PRIVATE PROPERTY	2	
		100400	VANDALISM, STOVES AND OTHER OBJECTS	1	15
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	2	
			PARK TOTAL	46	7,689
8410	LAVA BEDS NM	140500	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	1	
		150313	BURGLARY, ATTEMPTED FORCIBLE ENTRY, RESIDENCE UNKNOWN	1	
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	1	235
		160109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	2	200
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	1	80
		160307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	1	20
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	1	
		100100	VANDALISM, GOVERNMENT PROPERTY	18	605
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	2	
			PARK TOTAL	28	1,140
8420	LEHMAN CAVES NM	160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	1	500
		160303	LARCENY - (NON-AUTO), $15-49, SHOPLIFTING	1	6
		100100	VANDALISM, GOVERNMENT PROPERTY	1	321
		100300	VANDALISM, PRIVATE PROPERTY	1	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	2	
			PARK TOTAL	6	827
8430	PETRIFIED FOREST NP	140500	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		150323	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - UNKNOWN	1	50
		160207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	1	50
		160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	1	117
		170100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	1,775
		100100	VANDALISM, GOVERNMENT PROPERTY	4	25
		100300	VANDALISM, PRIVATE PROPERTY	1	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	30	
			PARK TOTAL	40	2,017
8450	PINNACLES NM	160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	1	314
		160201	LARCENY - (NON-AUTO), $50-99, POCKET PICKING	1	23
		160204	LARCENY - (NON-AUTO), $50-99, FROM AUTO	1	160
		160207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	1	220
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	1	75
		160305	LARCENY - (NON AUTO), $15-49, AUTO PARTS & ACCESSORIES	1	3
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	5	157
		100000	VANDALISM, GENERAL	1	
		100100	VANDALISM, GOVERNMENT PROPERTY	31	782
		100300	VANDALISM, PRIVATE PROPERTY	1	
		100400	VANDALISM, STOVES AND OTHER OBJECTS	3	117
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	3	55

PART I OFFENSES, 1981 SUMMARY, FOR WESTERN REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
			PARK TOTAL	5	1,993
8480	REDWOOD NP	150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	3	605
		150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE DAY	2	31
		150221	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - DAY	1	201
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	14	12,130
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	4	4,943
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	6	2,596
		160204	LARCENY - (NON AUTO), $50-99, FROM AUTO	3	58
		160205	LARCENY - (NON AUTO), $50-99, AUTO PARTS & ACCESSORIES	6	599
		160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	2	133
		160304	LARCENY - (NON-AUTO), $15-49, FROM AUTO	5	46
		160305	LARCENY - (NON AUTO), $15-49, AUTO PARTS & ACCESSORIES	4	54
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	4	119
		170100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	2	7,050
		190000	ARSON	2	
		100100	VANDALISM, GOVERNMENT PROPERTY	33	1,300
		100300	VANDALISM, PRIVATE PROPERTY	2	20
		260223	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	11	29
			PARK TOTAL	104	29,899
8530	POINT REYES NS	11010	CRIMINAL HOMICIDE, MURDER OR MANSLAUGHTER	1	
		120100	RAPE, FORCIBLE; RAPE OF FORCE	1	
		150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	1	
		15 121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	1	625
		150311	BURGLARY, ATTEMPTED FORCIBLE ENTRY, RESIDENCE DAY	1	20
		160101	LARCENY - (NON AUTO), $100 +, POCKET-PICKING	2	2,015
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	19	17,118
		160105	LARCENY - (NON AUTO), $100 +, AUTO PARTS & ACCESSORIES	1	1,155
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	2	1,086
		160204	LARCENY - (NON AUTO), $50-99, FROM AUTO	14	1,536
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	1	130
		160301	LARCENY - (NON AUTO), $15-49, POCKET-PICKING	1	50
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	14	596
		160305	LARCENY (NON AUTO), $15-49, AUTO PARTS & ACCESSORIES	1	
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	2	12
		100000	VANDALISM, GENERAL	3	195
		100100	VANDALISM, GOVERNMENT PROPERTY	38	3,533
		100200	VANDALISM, MOVABLE PROPERTY	1	
		100300	VANDALISM, PRIVATE PROPERTY	7	1,288
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	1	
			PARK TOTAL	112	29,351
8550	SEQUOIA NP	130203	ROBBERY, STRONG-ARM, NO WEAPON; GAS OR SERVICE STATION	1	
		130207	ROBBERY, STRONG ARM, NO WEAPON; MISCELLANEOUS	1	29
		140100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		140300	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		140400	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	5	

PART I OFFENSES, 1980 SUMMARY, FOR WESTERN REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
8550	SEQUOIA NP	140500	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		150112	BURGLARY, FORCIBLE ENTRY, RESIDENCE - NIGHT	2	305
		150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	13	1,842
		150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE DAY	2	564
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE UNKNOWN	5	240
		150211	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE DAY	2	
		150212	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE NIGHT	1	15
		150213	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE UNKNOWN	1	135
		150222	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - NIGHT	1	
		150223	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON RES - UNKNOWN	1	
		150311	BURGLARY, ATTEMPTED FORCIBLE ENTRY, RESIDENCE DAY	1	
		150321	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - DAY	2	25
		150322	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON RES - NIGHT	1	
		150323	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES UNKNOWN	2	
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	25	9,012
		160105	LARCENY - (NON AUTO), $100 +, AUTO PARTS & ACCESSORIES	1	650
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	4	1,020
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	4	2,690
		160204	LARCENY - (NON AUTO), $50-99, FROM AUTO	17	1,865
		160205	LARCENY - (NON AUTO), $50-99, AUTO PARTS & ACCESSORIES	1	80
		160206	LARCENY - (NON AUTO), $50-99, BICYCLES	1	55
		160207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	3	176
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	9	556
		160303	LARCENY - (NON AUTO), $15-49, SHOPLIFTING	2	3,545
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	24	551
		160305	LARCENY - (NON AUTO), $15-49, AUTO PARTS & ACCESSORIES	4	
		160307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	6	132
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	9	98
		170100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	500
		100000	VANDALISM, GENERAL	7	205
		100100	VANDALISM, GOVERNMENT PROPERTY	29	2,148
		100200	VANDALISM, MOVABLE PROPERTY	5	183
		100300	VANDALISM, PRIVATE PROPERTY	14	2,660
		100400	VANDALISM, STOVES AND OTHER OBJECTS	5	318
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	260	20
			PARK TOTAL	466	29,610
8610	CASA GRANDE NM	100100	VANDALISM, GOVERNMENT PROPERTY	1	60
			PARK TOTAL	1	60
8640	FORT BOWIE NHS	170100	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	1	475
			PARK TOTAL	1	475
8650	MONTEZUMA CASTLE NM	150122	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - NIGHT	1	125
		160305	LARCENY - (NON AUTO), $15-49, AUTO PARTS & ACCESSORIES	1	25
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	2	
			PARK TOTAL	4	150

PART I OFFENSES, 198[illegible] SUMMARY, FOR WESTERN REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
8660	ORGAN PIPE CACTUS NM	160307	LARCENY - (NON-AUTO), $15-49, FROM BUILDINGS	2	77
		100000	VANDALISM, GENERAL	1	
		100100	VANDALISM, GOVERNMENT PROPERTY	1	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	5	
			PARK TOTAL	9	77
8670	SAGUARO NM	140100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		140400	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		150122	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - NIGHT	2	875
		150313	BURGLARY, ATTEMPTED FORCIBLE ENTRY, RESIDENCE UNKNOWN	1	15
		150322	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - NIGHT	1	150
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	2	1,020
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	1	333
		160204	LARCENY - (NON AUTO), $50-99, FROM AUTO	2	245
		160207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	1	150
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	1	180
		160307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	2	13
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	2	75
		170100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	3	2,955
		170300	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		180000	ARSON	2	1,300
		100100	VANDALISM, GOVERNMENT PROPERTY	24	945
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	15	19
			PARK TOTAL	62	8,275
8680	TONTO NM	160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	1	500
		100100	VANDALISM, GOVERNMENT PROPERTY	2	
		100200	VANDALISM, MOVABLE PROPERTY	1	
		100400	VANDALISM, STONES AND OTHER OBJECTS	1	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	13	
			PARK TOTAL	18	500
8710	WALNUT CANYON NM	100100	VANDALISM, GOVERNMENT PROPERTY	3	217
		100400	VANDALISM, STONES AND OTHER OBJECTS	1	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	1	
			PARK TOTAL	5	217
8750	WHISKEYTOWN NRA	120200	RAPE, FORCIBLE: ASSUALT TO RAPE - ATTEMPTS	1	
		140100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		140300	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	3	
		140400	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		140500	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	3	
		150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	2	103
		150121	BURGLARY, FORCIBLE ENTRY, NON RESIDENCE - DAY	1	
		150122	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - NIGHT	19	2,943
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	4	713
		150223	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - UNKNOWN	1	832
		150321	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - DAY	1	495

PART I OFFENSES, 1980 SUMMARY, FOR WESTERN REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
8750	WHISKEYTOWN NRA	050323	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - UNKNOWN	1	
		060102	LARCENY - (NON AUTO), $100 +, PURSE SNATCHING	1	2,060
		060103	LARCENY - (NON AUTO), $100 +, SHOPLIFTING	1	100
		060104	LARCENY - (NON AUTO), $100 +, FROM AUTO	6	3,054
		060105	LARCENY - (NON-AUTO), $100 +, AUTO PARTS & ACCESSORIES	1	200
		060107	LARCENY - (NON-AUTO), $100 +, FROM BUILDINGS	4	1,083
		060108	LARCENY - (NON AUTO), $100 +, FROM COIN OP MACHINES	1	500
		060109	LARCENY - (NON AUTO), $100 +, ALL OTHER	9	3,019
		060202	LARCENY - (NON AUTO), $50-99, PURSE SNATCHING	1	95
		060204	LARCENY - (NON AUTO), $50-99, FROM AUTO	14	1,668
		060205	LARCENY - (NON AUTO), $50-99, AUTO PARTS & ACCESSORIES	1	20
		060207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	3	330
		060208	LARCENY - (NON AUTO), $50-99, FROM COIN OP MACHINES	1	50
		060209	LARCENY - (NON AUTO), $50-99, ALL OTHER	10	815
		060303	LARCENY - (NON AUTO), $15-49, SHOPLIFTING	1	9
		060304	LARCENY - (NON AUTO), $15-49, FROM AUTO	10	268
		060305	LARCENY - (NON AUTO), $15-49, AUTO PARTS & ACCESSORIES	1	10
		060307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	7	189
		060309	LARCENY - (NON AUTO), $15-49, ALL OTHER	34	1,050
		070100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		070200	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		070300	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	2	11,570
		090000	ARSON	1	1,000
		100100	VANDALISM, GOVERNMENT PROPERTY	52	3,036
		100200	VANDALISM, MOVABLE PROPERTY	3	265
		100300	VANDALISM, PRIVATE PROPERTY	10	355
		100400	VANDALISM, STONES AND OTHER OBJECTS	1	10
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	49	500
			PARK TOTAL	264	36,339
8900	YOSEMITE NP	010100	CRIMINAL HOMICIDE, MURDER OR MANSLAUGHTER	1	60
		020100	RAPE, FORCIBLE; RAPE OF FORCE	2	
		020200	RAPE, FORCIBLE; ASSUALT TO RAPE - ATTEMPTS	3	
		030101	ROBBERY, ARMED ANY WEAPON; HIGHWAY, STREETS, ETC.	1	
		030107	ROBBERY, ARMED - ANY WEAPON; MISCELLANEOUS	11	
		040100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		040200	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	6	170
		040300	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	6	
		040400	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	13	20
		040500	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	12	
		050111	BURGLARY, FORCIBLE ENTRY, RESIDENCE - DAY	12	2,561
		050112	BURGLARY, FORCIBLE ENTRY, RESIDENCE - NIGHT	17	6,380
		050113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	14	2,099
		050121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	19	5,530
		050122	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - NIGHT	19	11,213
		050123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	171	21,986
		050211	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE DAY	58	17,629
		050212	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE - NIGHT	58	12,522

PART I OFFENSES, 1981 SUMMARY, FOR WESTERN REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
8800	YOSEMITE NP	150213	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE UNKNOWN	23	6,393
		150221	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - DAY	13	6,016
		150222	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - NIGHT	10	991
		150223	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - UNKNOWN	9	3,421
		150311	BURGLARY, ATTEMPTED FORCIBLE ENTRY, RESIDENCE DAY	9	765
		150312	BURGLARY, ATTEMPTED FORCIBLE ENTRY, RESIDENCE NIGHT	4	9,322
		150313	BURGLARY, ATTEMPTED FORCIBLE ENTRY, RESIDENCE UNKNOWN	2	571
		150321	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - DAY	5	385
		150322	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - NIGHT	1	17
		150323	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - UNKNOWN	2	200
		160101	LARCENY - (NON AUTO), $100 +, POCKET-PICKING	2	10
		160102	LARCENY - (NON AUTO), $100 +, PURSE-SNATCHING	4	3,435
		160103	LARCENY - (NON AUTO), $100 +, SHOPLIFTING	8	3,581
		160104	LARCENY - (NON-AUTO), $100 +, FROM AUTO	91	62,774
		160105	LARCENY - (NON AUTO), $100 +, AUTO PARTS & ACCESSORIES	7	1,181
		160106	LARCENY - (NON AUTO), $100 +, BICYCLES	13	2,625
		160107	LARCENY - (NON-AUTO), $100 +, FROM BUILDINGS	33	16,412
		160108	LARCENY - (NON AUTO), $100 +, FROM COIN-OP MACHINES	7	2,199
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	58	28,669
		160201	LARCENY - (NON AUTO), $50-99, POCKET-PICKING	4	3,925
		160202	LARCENY - (NON-AUTO), $50-99, PURSE-SNATCHING	1	102
		160203	LARCENY - (NON-AUTO), $50-99, SHOPLIFTING	5	305
		160204	LARCENY - (NON AUTO), $50-99, FROM AUTO	29	7,220
		160205	LARCENY - (NON AUTO), $50-99, AUTO PARTS & ACCESSORIES	5	330
		160206	LARCENY - (NON AUTO), $50-99, BICYCLES	22	1,980
		160207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	33	3,068
		160208	LARCENY - (NON AUTO), $50-99, FROM COIN-OP MACHINES	4	620
		160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	66	6,271
		160301	LARCENY - (NON AUTO), $15-49, POCKET-PICKING	3	1,123
		160303	LARCENY - (NON AUTO), $15-49, SHOPLIFTING	41	375
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	31	1,049
		160305	LARCENY - (NON-AUTO), $15-49, AUTO PARTS & ACCESSORIES	9	175
		160306	LARCENY - (NON AUTO), $15 49, BICYCLES	8	305
		160307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	27	5,538
		160308	LARCENY - (NON AUTO), $15-49, FROM COIN-OP MACHINES	1	15
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	89	7,178
		170100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	19	19,222
		170200	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	1	7,000
		170300	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	4	830
		180000	ARSON	3	90
		190000	VANDALISM, GENERAL	33	2,741
		190100	VANDALISM, GOVERNMENT PROPERTY	16	2,599
		190200	VANDALISM, MOVABLE PROPERTY	2	260
		190300	VANDALISM, PRIVATE PROPERTY	41	4,979
		190400	VANDALISM, STOVES AND OTHER OBJECTS	1	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	9	375
			PARK TOTAL	1,223	306,902
			REGION TOTAL	4,655	1,204,157

PART I OFFENSES, 1980 SUMMARY, FOR PACIFIC NORTHWEST REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
9140	GLACIER BAY NM	150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	1	210
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	2	200
		170200	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	5,000
		10010	VANDALISM, GOVERNMENT PROPERTY	1	
		100200	VANDALISM, MOVABLE PROPERTY	1	5,000
		100300	VANDALISM, PRIVATE PROPERTY	1	50
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	1	
			PARK TOTAL	8	10,460
9150	KATMAI NM	1601 7	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	1	
		160108	LARCENY - (NON AUTO), $100 +, FROM COIN OP MACHINES	1	
		160207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	1	50
		10010	VANDALISM, GOVERNMENT PROPERTY	4	150
			PARK TOTAL	7	200
9160	KLONDIKE GOLD RUSH NHP	150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	1	3,700
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	3	5,579
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	2	2,121
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	1	45
		100100	VANDALISM, GOVERNMENT PROPERTY	2	100
		26022	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	5	
			PARK TOTAL	14	11,545
9170	MOUNT MCKINLEY NP	150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE UNKNOWN	2	15,843
		160101	LARCENY - (NON AUTO), $100 +, POCKET-PICKING	1	400
		160103	LARCENY - (NON AUTO), $100 +, SHOPLIFTING	1	109
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	1	100
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	2	525
		160201	LARCENY - (NON AUTO), $50-99, POCKET-PICKING	1	199
		160207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	1	99
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	2	285
		160305	LARCENY - (NON AUTO), $15-49, AUTO PARTS & ACCESSORIES	1	10
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	3	61
		100300	VANDALISM, PRIVATE PROPERTY	1	20
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	4	
			PARK TOTAL	20	17,651
9180	SITKA NHP	150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	1	
		160303	LARCENY (NON AUTO), $15-49, SHOPLIFTING	1	
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	1	40
		180030	ARSON	1	1,400
		100100	VANDALISM, GOVERNMENT PROPERTY	4	145
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	1	
			PARK TOTAL	9	1,585
9198	GATES OF THE ARCTIC NM	100100	VANDALISM, GOVERNMENT PROPERTY	1	
			PARK TOTAL	1	

PART I OFFENSES, 1981 SUMMARY, FOR PACIFIC NORTHWEST REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
9240	WRANGELL-ST. ELIAS NM	100100	VANDALISM, GOVERNMENT PROPERTY	1	66
			PARK TOTAL	1	66
9260	COULEE DAM RA	140510	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	3	
		150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	1	230
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE UNKNOWN	1	100
		150311	BURGLARY, ATTEMPTED FORCIBLE ENTRY, RESIDENCE DAY	1	
		160101	LARCENY - (NON AUTO), $100 +, POCKET PICKING	1	250
		160109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	5	5,485
		160205	LARCENY - (NON AUTO), $50-99, AUTO PARTS & ACCESSORIES	3	305
		160207	LARCENY - (NON-AUTO), $50-99, FROM BUILDINGS	1	75
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	6	871
		160304	LARCENY - (NON-AUTO), $15-49, FROM AUTO	1	40
		160307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	1	
		160319	LARCENY - (NON AUTO), $15-49, ALL OTHER	11	322
		100000	VANDALISM, GENERAL	1	50
		100100	VANDALISM, GOVERNMENT PROPERTY	13	236
		100300	VANDALISM, PRIVATE PROPERTY	2	100
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	6	250
			PARK TOTAL	57	8,314
9230	CRATERS OF THE MOON NM	160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	1	25
		160318	LARCENY - (NON AUTO), $15-49, FROM COIN-OP MACHINES	1	35
		100100	VANDALISM, GOVERNMENT PROPERTY	1	50
			PARK TOTAL	3	110
9320	CRATER LAKE NP	150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	1	
		160101	LARCENY - (NON AUTO), $100 +, POCKET-PICKING	1	450
		160104	LARCENY - (NON-AUTO), $100 +, FROM AUTO	3	348
		160105	LARCENY - (NON AUTO), $100 +, AUTO PARTS & ACCESSORIES	1	400
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	1	140
		160307	LARCENY - (NON-AUTO), $15-49, FROM BUILDINGS	1	10
		100000	VANDALISM, GENERAL	2	100
		100100	VANDALISM, GOVERNMENT PROPERTY	5	400
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	5	
			PARK TOTAL	20	1,848
9340	OREGON CAVES NM	150222	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - NIGHT	1	
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	1	400
		160204	LARCENY - (NON AUTO), $50-99, FROM AUTO	1	85
			PARK TOTAL	3	485
9370	NEZ PERCE NHP	140500	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	2	
		150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	1	
			PARK TOTAL	3	
9420	FORT CLATSOP NMEM	100100	VANDALISM, GOVERNMENT PROPERTY	2	35
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	2	

PART I OFFENSES, 1983 SUMMARY, FOR PACIFIC NORTHWEST REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
			PARK TOTAL	4	35
9430	FORT VANCOUVER NHS	160104	LARCENY - (NON-AUTO), $100 +, FROM AUTO	1	55
		160107	LARCENY - (NON-AUTO), $100 +, FROM BUILDINGS	7	341
		160109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	1	106
		100000	VANDALISM, GENERAL	1	
		100100	VANDALISM, GOVERNMENT PROPERTY	2	76
		100200	VANDALISM, MOVABLE PROPERTY	1	
		100400	VANDALISM, STONES AND OTHER OBJECTS	1	60
			PARK TOTAL	14	638
9450	MOUNT RAINIER NP	140400	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		140500	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	2	
		150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE UNKNOWN	1	18
		150122	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE NIGHT	1	71
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE UNKNOWN	1	
		150213	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE UNKNOWN	2	150
		150221	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - DAY	1	175
		150322	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - NIGHT	1	
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	6	3,520
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	2	925
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	1	250
		160202	LARCENY - (NON AUTO), $50-99, PURSE-SNATCHING	1	160
		160204	LARCENY - (NON AUTO), $50-99, FROM AUTO	6	555
		160205	LARCENY - (NON AUTO), $50-99, AUTO PARTS & ACCESSORIES	2	100
		160207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	2	162
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	5	585
		160303	LARCENY - (NON AUTO), $15-49, SHOPLIFTING	1	31
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	4	69
		160305	LARCENY - (NON AUTO), $15-49, AUTO PARTS & ACCESSORIES	1	40
		160307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	4	79
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	6	129
		100000	VANDALISM, GENERAL	1	
		100100	VANDALISM, GOVERNMENT PROPERTY	23	725
		100200	VANDALISM, MOVABLE PROPERTY	1	
		100300	VANDALISM, PRIVATE PROPERTY	6	395
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	134	243
			PARK TOTAL	216	8,382
9470	NORTH CASCADES NP	140300	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		140400	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	2	
		140500	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		150111	BURGLARY, FORCIBLE ENTRY, RESIDENCE - DAY	5	335
		150112	BURGLARY, FORCIBLE ENTRY, RESIDENCE - NIGHT	1	
		150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	4	163
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE UNKNOWN	3	240
		150211	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE DAY	2	110
		150212	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE NIGHT	6	216

PART I OFFENSES, 1981 SUMMARY, FOR PACIFIC NORTHWEST REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
9470	NORTH CASCADES NP	150213	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE UNKNOWN	9	1,232
		150221	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - DAY	2	6
		150222	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - NIGHT	2	15
		150223	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - UNKNOWN	1	74
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	1	220
		160105	LARCENY - (NON-AUTO), $100 +, AUTO PARTS & ACCESSORIES	1	2,000
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	8	2,035
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	8	4,260
		160201	LARCENY - (NON AUTO), $50-99, POCKET-PICKING	2	340
		160203	LARCENY - (NON AUTO), $50-99, SHOPLIFTING	1	75
		160204	LARCENY (NON-AUTO), $50-99, FROM AUTO	5	485
		160205	LARCENY - (NON AUTO), $50-99, AUTO PARTS & ACCESSORIES	5	254
		160207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	19	1,488
		160208	LARCENY - (NON AUTO), $50-99, FROM COIN OP MACHINES	1	94
		160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	7	677
		1603 3	LARCENY - (NON-AUTO), $15-49, SHOPLIFTING	1	12
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	5	41
		160305	LARCENY - (NON-AUTO), $15-49, AUTO PARTS & ACCESSORIES	1	5
		160307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	27	665
		160308	LARCENY - (NON AUTO), $15-49, FROM COIN-OP MACHINES	1	4
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	14	402
		170100	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	3	4,836
		17 200	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	4,500
		180000	ARSON	8	95
		10000:	VANDALISM, GENERAL	8	330
		100100	VANDALISM, GOVERNMENT PROPERTY	19	417
		100300	VANDALISM, PRIVATE PROPERTY	8	300
		100400	VANDALISM, STOVES AND OTHER OBJECTS	1	23
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	23	3,703
			PARK TOTAL	199	29,652
9500	OLYMPIC NP	11010	CRIMINAL HOMICIDE, MURDER OR MANSLAUGHTER	1	
		140100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	3	900
		140500	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	2	
		150111	BURGLARY, FORCIBLE ENTRY, RESIDENCE - DAY	2	55
		150112	BURGLARY, FORCIBLE ENTRY, RESIDENCE - NIGHT	1	60
		150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	11	2,580
		150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	1	10
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	7	673
		150211	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE DAY	2	610
		150212	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE NIGHT	1	43
		150213	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE UNKNOWN	3	282
		150311	BURGLARY, ATTEMPTED FORCIBLE ENTRY, RESIDENCE DAY	1	15
		150323	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - UNKNOWN	2	
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	15	22,242
		160106	LARCENY - (NON AUTO), $100 +, BICYCLES	1	300
		160107	LARCENY - (NON-AUTO), $100 +, FROM BUILDINGS	4	2,245
		160109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	12	4,469

PART I OFFENSES, 1981 SUMMARY, FOR PACIFIC NORTHWEST REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
9500	OLYMPIC NP	160203	LARCENY - (NON-AUTO), $50-99, SHOPLIFTING	1	208
		160204	LARCENY - (NON AUTO), $50-99, FROM AUTO	9	1,019
		160205	LARCENY - (NON-AUTO), $50-99, AUTO PARTS & ACCESSORIES	3	367
		160206	LARCENY - (NON AUTO), $50-99, BICYCLES	1	71
		160207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	3	258
		160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	27	2,224
		160301	LARCENY - (NON AUTO), $15-49, POCKET-PICKING	1	43
		160303	LARCENY - (NON AUTO), $15-49, SHOPLIFTING	2	25
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	15	335
		160305	LARCENY - (NON AUTO), $15-49, AUTO PARTS & ACCESSORIES	4	69
		160307	LARCENY (NON AUTO), $15-49, FROM BUILDINGS	7	142
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	58	1,596
		170100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	3	900
		170200	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		100000	VANDALISM, GENERAL	5	218
		100100	VANDALISM, GOVERNMENT PROPERTY	180	3,203
		100200	VANDALISM, MOVABLE PROPERTY	5	1,945
		100300	VANDALISM, PRIVATE PROPERTY	18	1,637
		100400	VANDALISM, STONES AND OTHER OBJECTS	1	50
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	10	65
			PARK TOTAL	415	48,784
9530	SAN JUAN ISLAND NHP	150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	1	
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	1	
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	1	80
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	1	
		10010	VANDALISM, GOVERNMENT PROPERTY	6	30
		100400	VANDALISM, STONES AND OTHER OBJECTS	2	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	1	
			PARK TOTAL	13	110
9550	WHITMAN MISSION NHS	10010	VANDALISM, GOVERNMENT PROPERTY	1	
		100200	VANDALISM, MOVABLE PROPERTY	1	80
			PARK TOTAL	2	80
			REGION TOTAL	1,009	139,945

PART I OFFENSES, 1981 SUMMARY, FOR ROCKY MOUNTAIN REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
1300	BADLANDS NM	130201	ROBBERY, STRONG ARM, NO WEAPON; HIGHWAY, STREETS, ETC.	1	
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	1	
		160106	LARCENY - (NON-AUTO), $100 +, BICYCLES	1	150
		1601 7	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	1	6,500
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	1	
		160204	LARCENY - (NON AUTO), $50-99, FROM AUTO	2	339
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	2	40
		18010.	VANDALISM, GOVERNMENT PROPERTY	9	1,627
		180300	VANDALISM, PRIVATE PROPERTY	1	2,400
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	3	50
			PARK TOTAL	22	11,106
1310	BENT'S OLD FORT NHS	160107	LARCENY - (NON-AUTO), $100 +, FROM BUILDINGS	1	200
		160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	1	180
			PARK TOTAL	2	380
1320	BIGHORN CANYON NRA	140330	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		14040	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	3	
		150121	BURGLARY, FORCIBLE ENTRY, NON RESIDENCE - DAY	1	4
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	1	20
		160204	LARCENY - (NON AUTO), $50-99, FROM AUTO	1	90
		160206	LARCENY - (NON-AUTO), $50-99, BICYCLES	1	100
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	2	180
		160304	LARCENY - (NON-AUTO), $15-49, FROM AUTO	1	4
		60309	LARCENY - (NON AUTO), $15-49, ALL OTHER	4	59
		180000	VANDALISM, GENERAL	1	
		18010	VANDALISM, GOVERNMENT PROPERTY	9	905
		180200	VANDALISM, MOVABLE PROPERTY	1	
			PARK TOTAL	26	1,362
1330	BRYCE CANYON NP	140530	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	1	
		150112	BURGLARY, FORCIBLE ENTRY, RESIDENCE - NIGHT	1	45
		150323	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - UNKNOWN	1	
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	2	1,290
		160107	LARCENY - (NON-AUTO), $100 +, FROM BUILDINGS	1	230
		1601 9	LARCENY - (NON AUTO), $100 +, ALL OTHER	1	2,170
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	1	55
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	4	129
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	4	91
		180100	VANDALISM, GOVERNMENT PROPERTY	2	191
			PARK TOTAL	18	4,201
1340	CANYONLANDS NP	160109	LARCENY (NON AUTO), $100 +, ALL OTHER	1	
		160204	LARCENY - (NON-AUTO), $50-99, FROM AUTO	1	85
		160205	LARCENY - (NON-AUTO), $50-99, AUTO PARTS & ACCESSORIES	1	90
		160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	2	220
		160307	LARCENY - (NON-AUTO), $15-49, FROM BUILDINGS	2	42
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	5	48

PART I OFFENSES, 1980 SUMMARY, FOR ROCKY MOUNTAIN REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
1340	CANYONLANDS NP	100000	VANDALISM, GENERAL	1	93
		100100	VANDALISM, GOVERNMENT PROPERTY	7	66
		100400	VANDALISM, STOVES AND OTHER OBJECTS	2	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	4	
			PARK TOTAL	26	633
1348	ARCHES NP	160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	1	20
		160205	LARCENY - (NON AUTO), $50-99, AUTO PARTS & ACCESSORIES	1	122
		160207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	1	150
		160208	LARCENY - (NON AUTO), $50-99, FROM COIN-OP MACHINES	1	55
		160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	1	
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	2	75
		100100	VANDALISM, GOVERNMENT PROPERTY	2	80
		100400	VANDALISM, STOVES AND OTHER OBJECTS	3	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	9	
			PARK TOTAL	21	502
1349	NATURAL BRIDGES NM	160206	LARCENY - (NON AUTO), $50-99, BICYCLES	1	120
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	1	15
		100100	VANDALISM, GOVERNMENT PROPERTY	1	15
			PARK TOTAL	3	150
1350	CAPITOL REEF NP	160104	LARCENY - (NON-AUTO), $100 +, FROM AUTO	2	812
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	1	30
		160308	LARCENY - (NON AUTO), $15-49, FROM COIN-OP MACHINES	1	9
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	1	4
		100100	VANDALISM, GOVERNMENT PROPERTY	13	200
		100300	VANDALISM, PRIVATE PROPERTY	2	135
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	1	
			PARK TOTAL	21	1,190
1360	CEDAR BREAKS NM	160104	LARCENY - (NON-AUTO), $100 +, FROM AUTO	1	435
			PARK TOTAL	1	435
1377	BLACK CANYON OTG NM	150112	BURGLARY, FORCIBLE ENTRY, RESIDENCE - NIGHT	1	25
		150222	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - NIGHT	1	10
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	1	315
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	2	60
		170100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		100100	VANDALISM, GOVERNMENT PROPERTY	5	40
		100400	VANDALISM, STOVES AND OTHER OBJECTS	1	
			PARK TOTAL	12	450
1378	COLORADO NM	150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	1	
		160109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	1	1,000
		160205	LARCENY - (NON-AUTO), $50-99, AUTO PARTS & ACCESSORIES	1	95
		100100	VANDALISM, GOVERNMENT PROPERTY	8	716
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	1	

PART I OFFENSES, 1983 SUMMARY, FOR ROCKY MOUNTAIN REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
			PARK TOTAL	12	1,811
1379	CURECANTI NA	150221	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - DAY	1	688
		150223	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - UNKNOWN	1	50
		150322	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - NIGHT	1	
		160191	LARCENY - (NON AUTO), $100 +, POCKET-PICKING	1	300
		160104	LARCENY - (NON-AUTO), $100 +, FROM AUTO	1	320
		160109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	5	1,235
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	2	210
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	3	15
		100000	VANDALISM, GENERAL	1	93
		100100	VANDALISM, GOVERNMENT PROPERTY	8	194
		100200	VANDALISM, MOVABLE PROPERTY	2	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	4	
			PARK TOTAL	30	3,132
1390	DEVILS TOWER NM	160109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	1	
		160235	LARCENY - (NON-AUTO), $50-99, AUTO PARTS & ACCESSORIES	1	50
		160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	1	150
		100107	VANDALISM, GOVERNMENT PROPERTY	1	200
		260225	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	1	
			PARK TOTAL	5	400
1400	DINOSAUR NM	160107	LARCENY - (NON-AUTO), $100 +, FROM BUILDINGS	1	250
		160109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	2	2,246
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	2	2,760
		100000	VANDALISM, GENERAL	1	
		100107	VANDALISM, GOVERNMENT PROPERTY	1	350
			PARK TOTAL	7	5,606
1410	FLORISSANT FOSS BEDS NM	150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	1	25
		160207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	1	50
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	2	50
		100000	VANDALISM, GENERAL	1	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	3	
			PARK TOTAL	9	125
1430	GLACIER NP	140100	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	1	
		140500	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	1	
		50111	BURGLARY, FORCIBLE ENTRY, RESIDENCE - DAY	1	295
		150112	BURGLARY, FORCIBLE ENTRY, RESIDENCE - NIGHT	1	100
		150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	2	450
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	2	17
		150211	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE - DAY	1	150
		150213	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE - UNKNOWN	1	345
		160104	LARCENY - (NON-AUTO), $100 +, FROM AUTO	3	969
		160105	LARCENY - (NON-AUTO), $100 +, AUTO PARTS & ACCESSORIES	1	500
		160107	LARCENY - (NON-AUTO), $100 +, FROM BUILDINGS	3	2,982

PART I OFFENSES, 1981 SUMMARY, FOR ROCKY MOUNTAIN REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
1430	GLACIER NP	160108	LARCENY - (NON AUTO), $100 +, FROM COIN-OP MACHINES	1	35
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	6	2,417
		160204	LARCENY - (NON AUTO), $50-99, FROM AUTO	5	720
		160205	LARCENY - (NON AUTO), $50-99, AUTO PARTS & ACCESSORIES	3	150
		160206	LARCENY - (NON AUTO), $50-99, BICYCLES	1	150
		160207	LARCENY - (NON-AUTO), $50-99, FROM BUILDINGS	3	197
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	6	465
		160302	LARCENY - (NON AUTO), $15-49, PURSE-SNATCHING	1	25
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	5	102
		160305	LARCENY - (NON AUTO), $15-49, AUTO PARTS & ACCESSORIES	1	40
		160306	LARCENY - (NON AUTO), $15-49, BICYCLES	2	50
		160307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	1	12
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	8	206
		170100	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	1	
		100000	VANDALISM, GENERAL	2	40
		100100	VANDALISM, GOVERNMENT PROPERTY	9	1,131
		100200	VANDALISM, MOVABLE PROPERTY	2	75
		100300	VANDALISM, PRIVATE PROPERTY	1	
		100400	VANDALISM, STONES AND OTHER OBJECTS	1	7
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	1	
			PARK TOTAL	76	11,630
1440	GLEN CANYON NRA	120100	RAPE, FORCIBLE; RAPE OF FORCE	2	
		130107	ROBBERY, ARMED - ANY WEAPON; MISCELLANEOUS	1	500
		140100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	2	
		140400	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	9	500
		140500	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	4	
		150111	BURGLARY, FORCIBLE ENTRY, RESIDENCE - DAY	5	2,523
		150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	1	70
		150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	8	12,457
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	3	130
		150211	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE - DAY	3	537
		150212	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE - NIGHT	2	48
		150213	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE - UNKNOWN	2	202
		150221	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - DAY	4	2,560
		150223	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - UNKNOWN	4	2,663
		150311	BURGLARY, ATTEMPTED FORCIBLE ENTRY, RESIDENCE - DAY	1	
		150321	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - DAY	1	
		160101	LARCENY - (NON AUTO), $100 +, POCKET-PICKING	2	437
		160102	LARCENY - (NON AUTO), $100 +, PURSE-SNATCHING	1	580
		160103	LARCENY - (NON AUTO), $100 +, SHOPLIFTING	1	500
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	19	12,019
		160105	LARCENY - (NON-AUTO), $100 +, AUTO PARTS & ACCESSORIES	7	1,945
		160106	LARCENY - (NON AUTO), $100 +, BICYCLES	1	89
		160107	LARCENY - (NON-AUTO), $100 +, FROM BUILDINGS	5	3,095
		160108	LARCENY - (NON AUTO), $100 +, FROM COIN OP MACHINES	1	306
		160109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	26	52,258
		160204	LARCENY - (NON-AUTO), $50-99, FROM AUTO	12	1,387

PART I OFFENSES, 1980 SUMMARY, FOR ROCKY MOUNTAIN REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
1440	GLEN CANYON NRA	160205	LARCENY - (NON-AUTO), $50-99, AUTO PARTS & ACCESSORIES	7	15,725
		160206	LARCENY - (NON AUTO), $50-99, BICYCLES	1	180
		160207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	5	508
		160299	LARCENY - (NON AUTO), $50-99, ALL OTHER	12	1,153
		160301	LARCENY - (NON-AUTO), $15-49, POCKET-PICKING	1	31
		160303	LARCENY (NON AUTO), $15-49, SHOPLIFTING	3	43
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	8	122
		160305	LARCENY - (NON AUTO), $15-49, AUTO PARTS & ACCESSORIES	10	260
		160307	LARCENY (NON AUTO), $15-49, FROM BUILDINGS	3	36
		160308	LARCENY - (NON AUTO), $15-49, FROM COIN OP MACHINES	1	45
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	18	448
		170100	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	4	2,990
		170300	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	6	49,851
		100000	VANDALISM, GENERAL	3	
		100100	VANDALISM, GOVERNMENT PROPERTY	20	937
		100200	VANDALISM, MOVABLE PROPERTY	6	744
		100300	VANDALISM, PRIVATE PROPERTY	8	2,476
		100400	VANDALISM, STOVES AND OTHER OBJECTS	1	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	1	75
			PARK TOTAL	245	170,398
1450	GOLDEN SPIKE NHS	140500	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	1	
		160299	LARCENY - (NON AUTO), $50-99, ALL OTHER	1	100
		160307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	1	35
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	1	30
		100100	VANDALISM, GOVERNMENT PROPERTY	1	50
			PARK TOTAL	5	215
1460	GRAND TETON NP	120100	RAPE, FORCIBLE: RAPE OF FORCE	1	
		120200	RAPE, FORCIBLE: ASSUALT TO RAPE - ATTEMPTS	1	
		140500	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	3	
		150111	BURGLARY, FORCIBLE ENTRY, RESIDENCE - DAY	1	173
		150112	BURGLARY, FORCIBLE ENTRY, RESIDENCE NIGHT	2	485
		150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	1	250
		150122	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE NIGHT	1	350
		50123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE UNKNOWN	1	78
		150212	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE NIGHT	2	65
		150311	BURGLARY, ATTEMPTED FORCIBLE ENTRY, RESIDENCE DAY	1	
		150321	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - DAY	1	40
		160103	LARCENY - (NON AUTO), $100 +, SHOPLIFTING	1	
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	8	2,053
		160105	LARCENY - (NON-AUTO), $100 +, AUTO PARTS & ACCESSORIES	1	225
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	6	2,128
		160109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	14	5,067
		160204	LARCENY - (NON-AUTO), $50-99, FROM AUTO	3	267
		160205	LARCENY - (NON-AUTO), $50-99, AUTO PARTS & ACCESSORIES	1	
		160207	LARCENY - (NON-AUTO), $50-99, FROM BUILDINGS	3	353
		160208	LARCENY - (NON-AUTO), $50-99, FROM COIN-OP MACHINES	1	100

PART I OFFENSES, 1983 SUMMARY, FOR ROCKY MOUNTAIN REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
1460	GRAND TETON NP	160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	6	577
		160302	LARCENY - (NON-AUTO), $15-49, PURSE SNATCHING	1	20
		160304	LARCENY - (NON-AUTO), $15-49, FROM AUTO	2	110
		160305	LARCENY - (NON-AUTO), $15-49, AUTO PARTS & ACCESSORIES	6	182
		160307	LARCENY - (NON-AUTO), $15-49, FROM BUILDINGS	6	200
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	7	168
		170100	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	4	10,120
		180000	ARSON	1	
		100100	VANDALISM, GOVERNMENT PROPERTY	11	535
		100200	VANDALISM, MOVABLE PROPERTY	3	425
		100300	VANDALISM, PRIVATE PROPERTY	10	501
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	21	20
			PARK TOTAL	131	24,492
1468	FOSSIL BUTTE NM	100100	VANDALISM, GOVERNMENT PROPERTY	1	35
			PARK TOTAL	1	35
1470	GREAT SAND DUNES NM	14 530	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		160104	LARCENY - (NON-AUTO), $100 +, FROM AUTO	1	325
		160204	LARCENY - (NON AUTO), $50-99, FROM AUTO	1	60
		100000	VANDALISM, GENERAL	1	
		100100	VANDALISM, GOVERNMENT PROPERTY	1	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	13	
			PARK TOTAL	18	385
1490	MESA VERDE NP	140200	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		150111	BURGLARY, FORCIBLE ENTRY, RESIDENCE - DAY	1	80
		150213	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE UNKNOWN	1	
		15 311	BURGLARY, ATTEMPTED FORCIBLE ENTRY, RESIDENCE DAY	1	
		160101	LARCENY - (NON AUTO), $100 +, POCKET-PICKING	1	345
		160104	LARCENY - (NON-AUTO), $100 +, FROM AUTO	3	1,715
		160105	LARCENY - (NON AUTO), $100 +, AUTO PARTS & ACCESSORIES	1	
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	1	580
		160109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	2	886
		160203	LARCENY - (NON AUTO), $50-99, SHOPLIFTING	1	123
		160207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	1	
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	6	622
		160302	LARCENY - (NON-AUTO), $15-49, PURSE-SNATCHING	1	19
		160304	LARCENY - (NON-AUTO), $15-49, FROM AUTO	1	40
		160307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	3	42
		1603 9	LARCENY - (NON-AUTO), $15-49, ALL OTHER	3	80
		100000	VANDALISM, GENERAL	1	120
		100100	VANDALISM, GOVERNMENT PROPERTY	5	170
		100400	VANDALISM, STOVES AND OTHER OBJECTS	1	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	2	
			PARK TOTAL	43	4,822
1498	HOVENWEEP NM	150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	1	

PART I OFFENSES, 1980 SUMMARY, FOR ROCKY MOUNTAIN REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
			PARK TOTAL	1	
1530	MOUNT RUSHMORE NMEM	160103	LARCENY - (NON AUTO), $100 +, SHOPLIFTING	1	1,200
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	1	425
		160208	LARCENY - (NON AUTO), $50-99, FROM COIN-OP MACHINES	1	156
		160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	2	110
		160304	LARCENY - (NON-AUTO), $15-49, FROM AUTO	1	10
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	3	50
		100000	VANDALISM, GENERAL	2	150
		100100	VANDALISM, GOVERNMENT PROPERTY	9	911
		100200	VANDALISM, MOVABLE PROPERTY	1	
		100300	VANDALISM, PRIVATE PROPERTY	1	
		100400	VANDALISM, STONES AND OTHER OBJECTS	4	
			PARK TOTAL	26	3,012
1520	ROCKY MOUNTAIN NP	150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	2	180
		150121	BURGLARY, FORCIBLE ENTRY, NON RESIDENCE - DAY	1	
		150323	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - UNKNOWN	1	
		160101	LARCENY - (NON AUTO), $100 +, POCKET-PICKING	2	1,690
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	9	27,446
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	4	3,739
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	3	528
		160204	LARCENY - (NON AUTO), $50-99, FROM AUTO	8	763
		160207	LARCENY - (NON-AUTO), $50-99, FROM BUILDINGS	2	138
		160208	LARCENY - (NON AUTO), $50-99, FROM COIN OP MACHINES	1	
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	7	692
		160304	LARCENY - (NON-AUTO), $15-49, FROM AUTO	10	953
		160307	LARCENY - (NON-AUTO), $15-49, FROM BUILDINGS	2	17
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	14	157
		170100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	3	
		180000	ARSON	1	
		100100	VANDALISM, GOVERNMENT PROPERTY	18	510
		100300	VANDALISM, PRIVATE PROPERTY	5	22
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	7	600
			PARK TOTAL	100	37,435
1540	THEO ROOSEVELT NMEMP	150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	1	3,043
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	1	314
		160204	LARCENY - (NON-AUTO), $50-99, FROM AUTO	1	100
		160207	LARCENY - (NON-AUTO), $50-99, FROM BUILDINGS	1	60
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	1	
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	1	30
		170200	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	1	
		100000	VANDALISM, GENERAL	1	
		100100	VANDALISM, GOVERNMENT PROPERTY	16	1,040
		100300	VANDALISM, PRIVATE PROPERTY	1	100
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	6	
			PARK TOTAL	31	4,687

PART I OFFENSES, 1983 SUMMARY, FOR ROCKY MOUNTAIN REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
1550	TIMPANOGOS CAVE NM	160109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	2	480
		160307	LARCENY (NON-AUTO), $15-49, FROM BUILDINGS	1	41
		180100	VANDALISM, GOVERNMENT PROPERTY	2	150
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	14	
			PARK TOTAL	19	671
1560	WIND CAVE NP	160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	4	719
		160105	LARCENY - (NON AUTO), $100 +, AUTO PARTS & ACCESSORIES	2	265
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	1	525
		13010	VANDALISM, GOVERNMENT PROPERTY	1	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	7	60
			PARK TOTAL	15	1,569
1559	JEWEL CAVE NM	140210	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	1	455
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	1	25
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	2	
			PARK TOTAL	5	480
1570	YELLOWSTONE NP	140110	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	2	
		40330	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		140400	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		140510	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		150111	BURGLARY, FORCIBLE ENTRY, RESIDENCE - DAY	2	
		150112	BURGLARY, FORCIBLE ENTRY, RESIDENCE - NIGHT	1	10
		150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	2	1,500
		150122	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - NIGHT	1	1,065
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE UNKNOWN	2	465
		150212	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE - NIGHT	1	35
		150213	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE UNKNOWN	1	110
		150221	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON RES - DAY	1	
		150311	BURGLARY, ATTEMPTED FORCIBLE ENTRY, RESIDENCE DAY	1	20
		150321	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON RES - DAY	1	100
		15 322	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - NIGHT	1	8
		150323	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - UNKNOWN	1	
		160101	LARCENY - (NON AUTO), $100 +, POCKET-PICKING	2	440
		160102	LARCENY - (NON AUTO), $100 +, PURSE SNATCHING	2	345
		160103	LARCENY - (NON AUTO), $100 +, SHOPLIFTING	3	2,702
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	51	29,214
		160105	LARCENY - (NON AUTO), $100 +, AUTO PARTS & ACCESSORIES	9	2,690
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	9	3,911
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	15	4,851
		1602 3	LARCENY - (NON-AUTO), $50-99, SHOPLIFTING	1	55
		160204	LARCENY - (NON-AUTO), $50-99, FROM AUTO	25	2,937
		160206	LARCENY - (NON-AUTO), $50-99, BICYCLES	3	410
		160207	LARCENY - (NON-AUTO), $50-99, FROM BUILDINGS	8	760
		160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	17	1,740

PART I OFFENSES, 1980 SUMMARY, FOR ROCKY MOUNTAIN REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
1570	YELLOWSTONE NP	160302	LARCENY - (NON-AUTO), $15-49, PURSE-SNATCHING	1	35
		160303	LARCENY - (NON AUTO), $15-49, SHOPLIFTING	3	98
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	15	2,489
		160305	LARCENY (NON AUTO), $15-49, AUTO PARTS & ACCESSORIES	8	85
		160307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	8	230
		160308	LARCENY - (NON-AUTO), $15-49, FROM COIN-OP MACHINES	2	
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	12	250
		170100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	8	26,600
		170200	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	2	2,200
		170300	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	5	900
		100000	VANDALISM, GENERAL	4	190
		100100	VANDALISM, GOVERNMENT PROPERTY	14	610
		100200	VANDALISM, MOVABLE PROPERTY	8	2,595
		100300	VANDALISM, PRIVATE PROPERTY	9	15,365
		100400	VANDALISM, STONES AND OTHER OBJECTS	3	20
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	16	360
			PARK TOTAL	286	105,295
1590	ZION NP	150323	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - UNKNOWN	1	
		160104	LARCENY - (NON-AUTO), $100 +, FROM AUTO	18	5,850
		160105	LARCENY - (NON-AUTO), $100 +, AUTO PARTS & ACCESSORIES	1	8
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	8	2,365
		160201	LARCENY - (NON AUTO), $50-99, POCKET-PICKING	1	60
		160204	LARCENY - (NON AUTO), $50-99, FROM AUTO	2	178
		160207	LARCENY - (NON-AUTO), $50-99, FROM BUILDINGS	1	160
		160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	2	280
		160304	LARCENY - (NON-AUTO), $15-49, FROM AUTO	3	86
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	6	118
		180000	ARSON	1	
		100100	VANDALISM, GOVERNMENT PROPERTY	10	470
		100400	VANDALISM, STONES AND OTHER OBJECTS	1	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	5	
			PARK TOTAL	52	9,575
			REGION TOTAL	1,265	406,154

PART I OFFENSES, 1983 SUMMARY, FOR NORTH ATLANTIC REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
1700	ACADIA NP	140490	* * * * *. INVALID OR NON IDENTIFIED CODE * * * * *	1	
		150212	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE NIGHT	1	12
		150221	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - DAY	1	11
		150222	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - NIGHT	1	1
		160104	LARCENY - (NON-AUTO), $100 +, FROM AUTO	3	1,155
		160105	LARCENY - (NON-AUTO), $100 +, AUTO PARTS & ACCESSORIES	2	200
		160106	LARCENY - (NON AUTO), $100 +, BICYCLES	1	200
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	1	
		160109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	1	436
		160204	LARCENY - (NON AUTO), $50-99, FROM AUTO	4	867
		160205	LARCENY - (NON AUTO), $50-99, AUTO PARTS & ACCESSORIES	1	
		160207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	1	150
		160208	LARCENY - (NON AUTO), $50-99, FROM COIN-OP MACHINES	1	
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	6	345
		160304	LARCENY - (NON-AUTO), $15-49, FROM AUTO	1	
		60309	LARCENY - (NON AUTO), $15-49, ALL OTHER	5	61
		170100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	1,200
		100000	VANDALISM, GENERAL	9	626
		100100	VANDALISM, GOVERNMENT PROPERTY	30	764
		100200	VANDALISM, MOVABLE PROPERTY	1	75
		100300	VANDALISM, PRIVATE PROPERTY	3	75
		100400	VANDALISM, STOVES AND OTHER OBJECTS	1	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	5	
			PARK TOTAL	85	6,178
1720	BOSTON NHP	140100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		140250	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	3	15
		40300	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	1	
		140500	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	2	165
		150123	BURGLARY, FORCIBLE ENTRY, NON RESIDENCE - UNKNOWN	1	
		150221	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - DAY	1	
		150223	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - UNKNOWN	1	
		150322	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - NIGHT	1	
		160104	LARCENY (NON-AUTO), $100 +, FROM AUTO	2	
		160107	LARCENY - (NON-AUTO), $100 +, FROM BUILDINGS	2	830
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	1	
		160204	LARCENY - (NON-AUTO), $50-99, FROM AUTO	1	236
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	1	150
		160301	LARCENY - (NON-AUTO), $15-49, POCKET-PICKING	2	65
		160307	LARCENY - (NON-AUTO), $15-49, FROM BUILDINGS	5	93
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	1	
		170100	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	1	
		170300	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	1	
		100000	VANDALISM, GENERAL	3	
		100100	VANDALISM, GOVERNMENT PROPERTY	14	2,085
		100200	VANDALISM, MOVABLE PROPERTY	1	80
		100300	VANDALISM, PRIVATE PROPERTY	3	

PART I OFFENSES, 1981 SUMMARY, FOR NORTH ATLANTIC REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
1720	BOSTON NHP	100400	VANDALISM, STOVES AND OTHER OBJECTS	1	
			PARK TOTAL	51	3,639
1725	DORCHESTER HEIGHTS	140300	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	3	
		140400	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		140500	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	1	800
		190000	ARSON	10	212
		100000	VANDALISM, GENERAL	1	
		100100	VANDALISM, GOVERNMENT PROPERTY	13	18
		100300	VANDALISM, PRIVATE PROPERTY	3	125
		100400	VANDALISM, STOVES AND OTHER OBJECTS	4	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	1	
			PARK TOTAL	38	1,155
1730	CAPE COD NS	140200	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	78
		140300	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	2	50
		150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	1	340
		150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	1	
		150122	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - NIGHT	1	66
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	19	3,905
		160105	LARCENY - (NON-AUTO), $100 +, AUTO PARTS & ACCESSORIES	2	415
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	4	1,236
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	1	300
		160204	LARCENY - (NON AUTO), $50-99, FROM AUTO	14	1,727
		160206	LARCENY - (NON-AUTO), $50-99, BICYCLES	1	75
		160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	4	407
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	5	50
		160305	LARCENY - (NON AUTO), $15-49, AUTO PARTS & ACCESSORIES	2	
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	12	392
		170100	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	7	198
		100000	VANDALISM, GENERAL	9	124
		100100	VANDALISM, GOVERNMENT PROPERTY	77	5,120
		100200	VANDALISM, MOVABLE PROPERTY	2	27
		100300	VANDALISM, PRIVATE PROPERTY	4	185
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	1,094	415
			PARK TOTAL	1,263	15,110
1750	FIRE ISLAND NS	150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	2	
		150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE DAY	2	190
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	1	60
		150221	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - DAY	1	110
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	1	210
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	5	2,444
		160207	LARCENY - (NON-AUTO), $50-99, FROM BUILDINGS	3	163
		160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	19	1,372
		160303	LARCENY - (NON-AUTO), $15-49, SHOPLIFTING	4	18
		160307	LARCENY - (NON-AUTO), $15-49, FROM BUILDINGS	2	20

PART I OFFENSES, 1983 SUMMARY, FOR NORTH ATLANTIC REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
1750	FIRE ISLAND NS	060309	LARCENY - (NON AUTO), $15-49, ALL OTHER	18	519
		077300	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		100030	VANDALISM, GENERAL	5	55
		100100	VANDALISM, GOVERNMENT PROPERTY	26	3,218
		100300	VANDALISM, PRIVATE PROPERTY	1	15
		100400	VANDALISM, STONES AND OTHER OBJECTS	3	75
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	17	49
			PARK TOTAL	111	8,509
1760	FORT STANWIX NM	040400	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	1	
			PARK TOTAL	2	
1770	GATEWAY NRA	010100	CRIMINAL HOMICIDE, MURDER OR MANSLAUGHTER	1	
		030101	ROBBERY, ARMED ANY WEAPON; HIGHWAY, STREETS, ETC.	1	
		030207	ROBBERY, STRONG-ARM, NO WEAPON; MISCELLANEOUS	1	130
		030401	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	115
		030407	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	1	17
		040100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		040200	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		040300	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	6	15
		040400	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	4	55
		040500	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	3	
		050111	BURGLARY, FORCIBLE ENTRY, RESIDENCE - DAY	1	
		050113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	2	1,290
		050121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	14	1,209
		050122	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - NIGHT	3	105
		050123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	17	1,405
		050211	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE DAY	4	
		050221	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES DAY	4	841
		050222	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON RES - NIGHT	3	25
		50223	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - UNKNOWN	3	3,438
		050312	BURGLARY, ATTEMPTED FORCIBLE ENTRY, RESIDENCE NIGHT	1	
		050321	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - DAY	1	25
		050322	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - NIGHT	3	78
		050323	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - UNKNOWN	3	
		060101	LARCENY - (NON AUTO), $100 +, POCKET-PICKING	12	13,695
		060102	LARCENY - (NON AUTO), $100 +, PURSE-SNATCHING	2	134
		060104	LARCENY - (NON-AUTO), $100 +, FROM AUTO	7	1,489
		060105	LARCENY - (NON AUTO), $100 +, AUTO PARTS & ACCESSORIES	8	2,737
		060106	LARCENY - (NON-AUTO), $100 +, BICYCLES	2	308
		060107	LARCENY - (NON-AUTO), $100 +, FROM BUILDINGS	31	42,680
		060109	LARCENY - (NON-AUTO), $100 +, ALL OTHER	30	7,505
		060201	LARCENY - (NON-AUTO), $50-99, POCKET-PICKING	1	65
		060202	LARCENY - (NON-AUTO), $50-99, PURSE-SNATCHING	11	875
		060203	LARCENY - (NON-AUTO), $50-99, SHOPLIFTING	1	
		060205	LARCENY - (NON-AUTO), $50-99, AUTO PARTS & ACCESSORIES	2	
		060206	LARCENY - (NON-AUTO), $50-99, BICYCLES	3	295

PART I OFFENSES, 1980 SUMMARY, FOR NORTH ATLANTIC REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
1770	GATEWAY NRA	160207	LARCENY - (NON-AUTO), $50-99, FROM BUILDINGS	15	1,888
		160299	LARCENY - (NON AUTO), $50-99, ALL OTHER	6	617
		160301	LARCENY - (NON AUTO), $15-49, POCKET-PICKING	2	41
		160302	LARCENY - (NON AUTO), $15-49, PURSE-SNATCHING	1	93
		160303	LARCENY - (NON AUTO), $15-49, SHOPLIFTING	1	3
		160304	LARCENY - (NON-AUTO), $15-49, FROM AUTO	3	25
		160307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	15	514
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	24	471
		170100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	16	8,705
		170200	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		170300	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	9	10,175
		180000	ARSON	3	
		190100	VANDALISM, GOVERNMENT PROPERTY	188	
		190200	VANDALISM, MOVABLE PROPERTY	4	
		190300	VANDALISM, PRIVATE PROPERTY	34	
		190400	VANDALISM, STOVES AND OTHER OBJECTS	1	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	1	
			PARK TOTAL	513	101,043
1772	BREEZY POINT	160107	LARCENY (NON-AUTO), $100 +, FROM BUILDINGS	1	225
		160307	LARCENY - (NON-AUTO), $15-49, FROM BUILDINGS	1	35
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	2	15
		170300	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		190100	VANDALISM, GOVERNMENT PROPERTY	5	45
		190400	VANDALISM, STOVES AND OTHER OBJECTS	1	
			PARK TOTAL	11	320
1774	JAMAICA BAY	140500	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	1	
		150222	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - NIGHT	1	
		150322	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - NIGHT	1	
		160106	LARCENY - (NON AUTO), $100 +, BICYCLES	1	
		160208	LARCENY - (NON AUTO), $50-99, FROM COIN-OP MACHINES	1	150
			PARK TOTAL	6	150
1775	SANDY HOOK	130401	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	50
		140200	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	2	
		140300	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	6	
		140400	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	5	50
		140500	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	11	
		150111	BURGLARY, FORCIBLE ENTRY, RESIDENCE - DAY	4	
		150112	BURGLARY, FORCIBLE ENTRY, RESIDENCE - NIGHT	2	30
		150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	6	537
		150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	3	107
		150122	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - NIGHT	1	53
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	3	420
		150211	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE - DAY	1	
		150212	BURGLARY, UNLAWFUL ENTRY, NO FORCE, RESIDENCE NIGHT	2	

PART I OFFENSES, 1983 SUMMARY, FOR NORTH ATLANTIC REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
1775	SANDY HOOK	150221	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - DAY	4	
		150222	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - NIGHT	1	
		150223	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - UNKNOWN	1	20
		150313	BURGLARY, ATTEMPTED FORCIBLE ENTRY, RESIDENCE UNKNOWN	2	35
		150322	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - NIGHT	1	75
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	7	2,117
		160105	LARCENY - (NON-AUTO), $100 +, AUTO PARTS & ACCESSORIES	1	280
		160106	LARCENY - (NON AUTO), $100 +, BICYCLES	1	85
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	4	1,080
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	2	300
		160202	LARCENY - (NON-AUTO), $50-99, PURSE-SNATCHING	1	105
		1602 4	LARCENY - (NON AUTO), $50-99, FROM AUTO	2	250
		160205	LARCENY - (NON-AUTO), $50-99, AUTO PARTS & ACCESSORIES	1	75
		160206	LARCENY - (NON AUTO), $50-99, BICYCLES	1	75
		160207	LARCENY - (NON-AUTO), $50-99, FROM BUILDINGS	5	386
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	6	420
		160301	LARCENY - (NON AUTO), $15-49, POCKET-PICKING	1	35
		160303	LARCENY - (NON AUTO), $15-49, SHOPLIFTING	1	18
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	4	165
		160305	LARCENY - (NON AUTO), $15-49, AUTO PARTS & ACCESSORIES	1	
		160307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	6	280
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	11	309
		170100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	5	6,500
		170300	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	100,000
		180000	ARSON	1	50
		190000	VANDALISM, GENERAL	3	120
		190100	VANDALISM, GOVERNMENT PROPERTY	16	1,138
		190200	VANDALISM, MOVABLE PROPERTY	1	200
		190300	VANDALISM, PRIVATE PROPERTY	5	930
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	12	25
			PARK TOTAL	155	116,365
1780	LOWELL NHP	140300	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		140500	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	2	
		150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	1	30
		150122	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - NIGHT	2	115
		50123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	1	
		150322	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - NIGHT	1	
		160106	LARCENY - (NON AUTO), $100 +, BICYCLES	1	50
		160107	LARCENY - (NON-AUTO), $100 +, FROM BUILDINGS	1	3
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	3	90
		60202	LARCENY - (NON-AUTO), $50-99, PURSE-SNATCHING	2	121
		160205	LARCENY - (NON AUTO), $50-99, AUTO PARTS & ACCESSORIES	1	65
		160209	LARCENY - (NON-AUTO), $50-99, ALL OTHER	2	100
		160306	LARCENY - (NON AUTO), $15-49, BICYCLES	1	40
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	2	35
		190000	VANDALISM, GENERAL	5	65
		190100	VANDALISM, GOVERNMENT PROPERTY	14	971

PART I OFFENSES, 1983 SUMMARY, FOR NORTH ATLANTIC REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
1780	LOWELL NHP	100200	VANDALISM, MOVABLE PROPERTY	9	110
		100300	VANDALISM, PRIVATE PROPERTY	40	2,175
		100400	VANDALISM, STONES AND OTHER OBJECTS	10	510
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	1	
			PARK TOTAL	100	4,080
1790	HOME OF FDR NHS	140400	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	1	
		150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	1	
		150321	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - DAY	1	
		160107	LARCENY - (NON-AUTO), $100 +, FROM BUILDINGS	1	
		160307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	4	107
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	2	35
		100100	VANDALISM, GOVERNMENT PROPERTY	2	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	1	
			PARK TOTAL	13	142
1793	ELEANOR ROOSEVELT NHS	100300	VANDALISM, PRIVATE PROPERTY	1	
			PARK TOTAL	1	
1797	VANDERBILT MANSION NHS	140200	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		14 400	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	2	
		150111	BURGLARY, FORCIBLE ENTRY, RESIDENCE - DAY	1	
		150112	BURGLARY, FORCIBLE ENTRY, RESIDENCE - NIGHT	1	61
		150321	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - DAY	1	
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	3	4,750
		160206	LARCENY - (NON AUTO), $50-99, BICYCLES	1	175
		160207	LARCENY - (NON-AUTO), $50-99, FROM BUILDINGS	2	245
		160209	LARCENY - (NON AUTO), $50-99, ALL OTHER	1	50
		160307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	3	43
		1603 9	LARCENY - (NON-AUTO), $15-49, ALL OTHER	1	15
		100000	VANDALISM, GENERAL	3	
		100100	VANDALISM, GOVERNMENT PROPERTY	6	
		100200	VANDALISM, MOVABLE PROPERTY	1	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	1	
			PARK TOTAL	28	5,339
1810	MANHATTAN PROPERTIES	130201	ROBBERY, STRONG ARM, NO WEAPON: HIGHWAY, STREETS, ETC.	1	
		140500	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	1	
		150111	BURGLARY, FORCIBLE ENTRY, RESIDENCE - DAY	1	285
		150222	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - NIGHT	1	
		160107	LARCENY (NON-AUTO), $100 +, FROM BUILDINGS	7	8,825
		160207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	3	480
		1603 7	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	2	10
		160309	LARCENY - (NON-AUTO), $15-49, ALL OTHER	1	40
		180000	ARSON	1	
		100100	VANDALISM, GOVERNMENT PROPERTY	6	20
			PARK TOTAL	24	9,660

PART I OFFENSES, 1981 SUMMARY, FOR NORTH ATLANTIC REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
1820	MINUTE MAN NHP	140500	* * * * * . INVALID OR NON IDENTIFIED CODE * * * * *	1	
		150111	BURGLARY, FORCIBLE ENTRY, RESIDENCE - DAY	1	
		150112	BURGLARY, FORCIBLE ENTRY, RESIDENCE - NIGHT	1	740
		150113	BURGLARY, FORCIBLE ENTRY, RESIDENCE - UNKNOWN	1	10
		150312	BURGLARY, ATTEMPTED FORCIBLE ENTRY, RESIDENCE NIGHT	1	
		150323	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - UNKNOWN	1	
		160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	1	715
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	2	375
		160207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	2	137
		160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	1	12
		160305	LARCENY - (NON AUTO), $15-49, AUTO PARTS & ACCESSORIES	1	8
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	9	125
		170100	* * * * * INVALID OR NON-IDENTIFIED CODE * * * * *	1	
		180000	VANDALISM, GENERAL	1	
		180100	VANDALISM, GOVERNMENT PROPERTY	17	302
		180201	VANDALISM, MOVABLE PROPERTY	1	50
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	11	250
			PARK TOTAL	53	2,724
1930	MORRISTOWN NHP	160104	LARCENY - (NON AUTO), $100 +, FROM AUTO	1	300
		160109	LARCENY - (NON AUTO), $100 +, ALL OTHER	1	125
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	1	50
		180100	VANDALISM, GOVERNMENT PROPERTY	22	812
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	1	
			PARK TOTAL	26	1,287
1860	ROGER WILLIAMS NMEM	180100	VANDALISM, GOVERNMENT PROPERTY	3	1,195
			PARK TOTAL	3	1,195
1880	SAGAMORE HILL NHS	160304	LARCENY - (NON AUTO), $15-49, FROM AUTO	1	
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	1	
			PARK TOTAL	2	
1900	SALEM MARITIME NHS	140300	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	1	25,815
		150322	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - NIGHT	3	77
		160136	LARCENY - (NON AUTO), $100 +, BICYCLES	1	319
		160137	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	1	1,313
		160307	LARCENY - (NON AUTO), $15-49, FROM BUILDINGS	1	55
		160309	LARCENY - (NON AUTO), $15-49, ALL OTHER	1	5
		170100	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		190000	ARSON	2	4,000
		180100	VANDALISM, GOVERNMENT PROPERTY	46	2,479
		180300	VANDALISM, PRIVATE PROPERTY	9	115
			PARK TOTAL	67	34,175
1910	SARATOGA NHP	140500	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	1	
		150223	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - UNKNOWN	1	

PART I OFFENSES, 1983 SUMMARY, FOR NORTH ATLANTIC REGION

PARK	PARK NAME	INCIDENT CODE	INCIDENT DESCRIPTION	NUMBER OF INCIDENTS	PROPERTY DAMAGED
1910	SARATOGA NHP	151323	BURGLARY, ATTEMPTED FORCIBLE ENTRY, NON-RES - UNKNOWN	1	
		161136	LARCENY - (NON-AUTO), $100 +, BICYCLES	1	430
		162207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	1	75
		163304	LARCENY - (NON-AUTO), $15-49, FROM AUTO	2	60
		180000	VANDALISM, GENERAL	1	
		180100	VANDALISM, GOVERNMENT PROPERTY	9	700
		180300	VANDALISM, PRIVATE PROPERTY	1	50
		260220	PUBLIC USE/RECREATION, PRESERVATION OF NATURAL FEATURES	3	210
			PARK TOTAL	21	1,495
1930	SPRINGFIELD ARMORY NHS	150121	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - DAY	1	24
		150221	BURGLARY, UNLAWFUL ENTRY, NO FORCE, NON-RES - DAY	1	
			PARK TOTAL	2	24
1940	STATUE OF LIBERTY NM	133437	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	2	101
		140530	* * * * * INVALID OR NON IDENTIFIED CODE * * * * *	2	
		150123	BURGLARY, FORCIBLE ENTRY, NON-RESIDENCE - UNKNOWN	1	
		160101	LARCENY - (NON AUTO), $100 +, POCKET PICKING	1	201
		160107	LARCENY - (NON AUTO), $100 +, FROM BUILDINGS	2	1,260
		162201	LARCENY - (NON AUTO), $50-99, POCKET-PICKING	1	75
		162207	LARCENY - (NON AUTO), $50-99, FROM BUILDINGS	1	39
		163301	LARCENY - (NON AUTO), $15-49, POCKET-PICKING	1	
		163307	LARCENY - (NON-AUTO), $15-49, FROM BUILDINGS	2	
		163309	LARCENY - (NON AUTO), $15-49, ALL OTHER	2	25
		180100	VANDALISM, GOVERNMENT PROPERTY	5	155
			PARK TOTAL	20	1,856
			REGION TOTAL	2,593	314,386
			FINAL TOTALS	10,181	3,554,726

CAMP HOOVER

Senator BUMPERS. Russ, let me ask you just one last series of questions about Camp Hoover. Occasionally I have constituents write and inquire about the VIP rates at Camp Hoover. What is the genesis of that facility? Tell me what you can about it. Obviously, I have been deprived. I have never been there.

Mr. DICKENSON. There are a few guest houses throughout the system. Certainly Camp Hoover dates back to the CCC era back in the 1930's when Shenandoah was a new park and getting established and was used by former President Hoover as a retreat from——

Senator BUMPERS. Was that his Camp David?

Mr. DICKENSON. Very similar to the way the President uses Camp David. Retreat from the city for weekend purposes and that sort of thing. A fine facility, somewhat isolated for general use.

Senator BUMPERS. Where is it?

Mr. DICKENSON. It is located right in Shenandoah not too far from the Big Meadows area. That and the other kinds of guest houses we have are made available on a priority kind of basis to dignitaries. President, Vice President, Cabinet officers, Members of Congress, White House staff, that sort of thing. If there are no other uses, why then any individual, any group——

Senator BUMPERS. What percentage of the occupancy of Camp Hoover is by dignitaries?

Mr. DICKENSON. Almost completely by dignitaries.

Senator BUMPERS. So that means the public very seldom gets to use it?

Mr. DICKENSON. Yes, sir, very seldom.

Senator BUMPERS. What are the rates there?

Mr. DICKENSON. At Camp Hoover there are three basic units. The President's Cabin is $43 per day for one or two persons, and the Creel Cabin is $43 per day, one or two persons. There is another facility——

Senator BUMPERS. Does that include just lodging?

Mr. DICKENSON. Kitchen privileges. That's right, lodging and occupancy of the quarters.

Senator BUMPERS. Is there a kitchen in the cabin?

Mr. DICKENSON. Yes, sir, there is, right in the cabin.

Senator BUMPERS. How many people can you sleep in that facility?

Mr. DICKENSON. I don't have the occupancy here.

Mr. WHITLOCK. Senator Bumpers, in the President's Cabin you can sleep eight. In addition to what the Director has said, there is a $43 minimum rate and also a $9 per person additional rate after the first two.

Senator BUMPERS. So if you had eight people, what would the rate be?

Mr. WHITLOCK. $97.

Senator BUMPERS. Are there any other perks that go with that?

Mr. WHITLOCK. No, sir, just occupancy.

Senator BUMPERS. What facilities are there—swimming pools, golf courses, nothing?

Mr. WHITLOCK. No, sir, just houses. It was built there for President Hoover as a retreat to get away from things back in the 1930's.

Mr. DICKENSON. Very heavily wooded isolated area that gives solitude and privacy.

Senator BUMPERS. What does that cost the Federal Government? How much do we have to subsidize that facility?

Mr. WHITLOCK. To the best of my recollection, Senator, it was about $3,000 last year.

Senator BUMPERS. You mean it came within $3,000 of a break-even point?

Mr. WHITLOCK. Yes, sir.

RATES FOR VIP FACILITIES

Senator BUMPERS. What rationale is there for Congressmen and Senators to have access to a place like that; can you think of any? I mean, people in my income category ought to be able to pay whatever the going rate is for something like that.

Mr. WHITLOCK. Senator, that is the going rate.

Senator BUMPERS. Do you think that would be the rate even if that were open to the public?

Mr. WHITLOCK. Yes, sir. These rates are based on comparability of local facilities and are established each year on a review by the committee that reviews the rates charged for all quarters of the National Park Service facilities. They are reviewed annually. The Deputy Director has the responsibility for reviewing these VIP rates and most were changed this year. Camp Hoover was comparable but the other VIP houses were increased.

Senator BUMPERS. How about members of my staff, would they be able to use it?

Mr. WHITLOCK. At your request.

Senator BUMPERS. Isn't it generally staff that keep that place full all the time? It is not actually Congressmen, Senators, White House officials, isn't it just staffers for whom the request has been made?

Mr. WHITLOCK. No, sir, it is generally the high-ranking Government officials who do come in.

Senator BUMPERS. Have you ever been in there, Mr. Chairman?

Senator MCCLURE. No, but I would like to.

Senator BUMPERS. How does the cost for operating that facility compare with any other facility that is open to the public?

Mr. WHITLOCK. I don't have that information.

Senator BUMPERS. Let me ask you this. Have you ever done a study to determine what a concessionaire would be willing to pay the United States for that facility and make it available to the public?

Mr. WHITLOCK. No, sir.

Senator MCCLURE. The fact that it only costs us $3,000 to subsidize it may not be the true cost to the Treasury. If a concessionaire were willing to spend a half a million dollars a year to the United States for the privilege of operating it, then it's costing us $503,000 a year, isn't it?

Mr. WHITLOCK. I don't think that is a fair analogy because the facilities are generally so isolated that a concessionaire wouldn't be willing to operate them, I don't believe. With Camp Hoover you are talking about a facility where the maximum use you can get out of it would be 17 people.

Senator BUMPERS. You mean 17 people is all you can house there?

Mr. WHITLOCK. Yes, sir.

Senator BUMPERS. Why should we have something that will only house 17 people out there for constituents to write and complain about? You know, we get enough hostile mail without inviting that kind of thing.

HISTORY OF CAMP HOOVER

Mr. WHITLOCK. Senator, if you want to go back in history on this, when President Hoover had this camp built, it was built as a training facility by the Marine Corps and was used for him to get away, as a Presidential retreat.

When President Hoover bought this land and transferred it to the State of Virginia, which was subsequently donated to the National Park Service when Shenandoah National Park was created, he stipulated that Camp Hoover could only be used by his successors and by their White House staff and those whom the President would so designate.

Back about——

Senator BUMPERS. Hoover bought this property?

Mr. WHITLOCK. He bought this property, yes.

Senator BUMPERS. And gave it to the State of Virginia?

Mr. WHITLOCK. Who subsequently donated it to the Federal Government.

Senator BUMPERS. But the stipulation he made carried with the conveyance from the State of Virginia to the United States?

Mr. WHITLOCK. Yes, sir.

Senator BUMPERS. Well, that will at least help me answer my mail.

Senator MCCLURE. This is a good thing for the public to jump on if they don't know the background. And I think there is another side that perhaps needs to be placed on the record. Oftentimes, when park property is acquired, there may be physical facilities on it that were there that predated Federal acquisition.

The question then is whether you destroy the facility, remove the facility from the land that was acquired or whether you keep it there for whatever use can be made of it. If it is left there, it must be maintained. You can't just leave a building vacant.

Senator BUMPERS. Are there just two cabins there?

Mr. WHITLOCK. There are three at Camp Hoover. Mr. Chairman, you are exactly correct. The other VIP houses in the system are those which were acquired either as——

Senator MCCLURE. So the record will be complete, I have stayed at one of those at one time many years ago.

Senator BUMPERS. Have you misspoke yourself?

Senator MCCLURE. I didn't misspeak.

Senator BUMPERS. That you had never been there.

Senator MCCLURE. I have never been to Camp Hoover.

Senator BUMPERS. Oh, I am sorry. Do we have more of these places? Do we have others than Camp Hoover?

Senator MCCLURE. Yes.

OTHER VIP FACILITIES

Mr. WHITLOCK. There are five throughout the national park system.

Senator BUMPERS. Where are the other four?

Mr. WHITLOCK. One at Virgin Islands, Grand Teton, Cape Hatteras, and Catoctin Mountain in Maryland.

Senator BUMPERS. Well, that just opens up a whole new can of worms. I assume there is not such a stipulation as President Hoover put on this one on the other four.

Mr. WHITLOCK. No, sir, that's correct. As I said, the others were acquired.

Senator BUMPERS. How much do we subsidize the other four?

Mr. DICKENSON. The one at Cape Hatteras, we are spending $2,200 per year. The income and fees collected is estimated this year to be $2,225. At Fort Jefferson which is on the Gulf Coast, the estimated maintenance cost is $2,300. Fees collected are estimated at $2,200.

I misspoke myself. Fort Jefferson is no longer used as a guest house. The Brinkerhoff House at Grand Teton on the shores of Jackson Lake, maintenance cost, $9,000. The fees collected, $2,500.

Catoctin Mountain Park, Good Luck Lodge, maintenance cost, $1,980, and fees collected, $1,800.

Senator BUMPERS. Those others are just houses?

Mr. DICKENSON. Yes, sir, a single house.

Senator BUMPERS. Is all that information in the budget justification for this year?

Mr. DICKENSON. That is not because it is handled under a Reimbursable Quarters Act in which we collect the fees and use those fees for the maintenance of the building, et cetera.

Senator BUMPERS. You can do it for the record, but would you be kind enough to just send me a letter describing briefly each of these facilities, the history of how we acquired them, how much we take in and how much we spend on each one?

Mr. DICKENSON. I would be glad to, sir.

[The information follows:]

VIP Facilities

Facility	Fiscal 1980 Fees Collected	Fiscal 1980 Maintenance Costs 1/	Remarks
Southeast Region: Pink House, Cape Hatteras National Seashore, North Carolina	$2,222	$2,641	Facility was transferred from Coast Guard in 1959. Secretary Stewart Udall initiated property as a VIP facility in 1964. The house sleeps eight people.
Little Cinnamon Bay House, Virgin Islands National Park, Virgin Islands	56	100	House was on property when land was acquired in 1956. Formerly used as Superintendent's house and was established as a VIP facility in January 1981. The house sleeps six people.
Mid-Atlantic Region: Camp Hoover, Shenandoah National Park, Virginia	4,707	6,300	Camp Hoover is a complex consisting of three houses, two of which have cooking facilities and will sleep 17 people. These houses were built by the Marine Corps for former President Hoover on land which he owned. Subsequently, the properties were donated to the State of Virginia, which then donated them to the National Park Service when Shenandoah National Park was established. In the deed in which President Hoover gave the property to the

---

1/ As these facilities are viewed as historic structures, any fees collected are used to offset maintenance costs incurred. In addition to use as VIP facilities, some of the units are also used by National Park Service employees for training or other official purposes.

Camp Hoover (Continued)			State of Virginia, he expressed the desire that the property would be used by future Presidents and their senior staff as a weekend retreat. In the Johnson Administration, use was expanded to Cabinet officers, Members of Congress, and Interior officials on a first come, first served basis. It has been used for that purpose since that time.
Rocky Mountain Region: Brinkerhoff House, Grand Teton National Park, Wyoming	2,545	6,482	Facility was acquired as an inholding in December 1955. It is a very large house, approximately 15 miles from the park headquarters, but within park boundaries. House was initated as a VIP facility approximately 20 years ago. The house sleeps 14 people.
National Capital Region: Good Luck Lodge, Catoctin Mountain Park, Maryland	1,096	1,422	Good Luck Lodge, a two bedroom log cabin, was built in 1936 by the National Park Service employing Work Progress Administration labor. It is also used by the FBI, Secret Service and Park Rangers assigned to duty at Catoctin when the President is in residence at Camp David or the park. The lodge sleeps eight people.
Total	10,626	16,945	

DEAUTHORIZE PARK UNITS

Senator BUMPERS. Thank you.

Senator McCLURE. I want to get, for a moment, back to the question of whether or not there is any plan to deauthorize park units, and just for the record, I think it might be well to add at this point that on April 11 the Washington Post had an editorial with respect to the park system. And that editorial included this paragraph:

> Mr. Watt is right in claiming that there is a need to reevaluate the whole park system. The park barrel did seem to replace the old pork barrel in recent sessions of Congress when members began to prefer parks to dams in their home districts. But the way to handle that reevaluation is for Mr. Watt and his experts to recommend to Congress which parks should be deauthorized.

Secretary Watt wrote me a letter dated April 20 in which he made reference to that Washington Post article, and he said in that letter, "While this administration does not have a plan for deauthorizing any of the parks, I think it would be irresponsible of me and Members of Congress to not listen to the advice of those who do care about the integrity of the national park system."

He went on to refer to the national park system advisory board meeting at which they at their initiative presented a consensus opinion, again I quote from his letter, "That there had been too many recent additions to the national park system which did not have a national significance. Because they felt so strongly on that point, I asked this group of nationally recognized volunteers to make recommendations concerning the future of the National Park Service and its role in preserving those nationally unique areas of critical importance to the enjoyment and benefit of this and future generations."

I thought in view of the discussion that has been held here, it might be well to at least get that much added to the record of this hearing to indicate that there is interest from people outside with respect to whether the additions have been correct, people who are informed, who share the opinion that Senator Bumpers expressed a little earlier that perhaps we should reevaluate some of the recent additions to the national park system and that that is not an initiative that is coming from within the administration. It is coming from sources outside.

Senator BUMPERS. Mr. Chairman, I have some more questions.

Senator McCLURE. Go right ahead.

AMENDMENT TO LAND AND WATER CONSERVATION FUND ACT

Senator BUMPERS. Let me ask you one other question. Regarding the bill to amend the Land and Water Conservation Fund Act of 1965, would you have any objection to an amendment to that bill which would specifically prohibit, for example, use of that fund for grasslands improvements, BLM purposes other than those specifically set out in the bill, and maybe two or three other things? I think the bill is a little too loosely written. I think that money could be used for some purposes which neither this committee nor even the Park Service intended.

Secretary Watt says in his letter, "Currently appropriations to Land and Water Conservation Fund for Federal purposes may be allocated only for land acquisition in the national park system, certain units of the National Forest Service system, certain areas administered by the Fish and Wildlife Service, including areas to be acquired for the protection of endangered and threatened species, certain areas administered by the Bureau of Land Management, and in addition for payment into the Treasury as partial offset capital cost of recreation, Fish and Wildlife enhancement at water development projects."

I don't have the bill in front of me right now, but my staff indicates that that is a little loose. You might even take this money and use it for grassland revegetation, grazing land improvements, or almost any other purpose. Since the amount of the money is going to be significantly less this year, I think we ought to be very definitive about where the money can be spent. Do you agree?

Mr. DICKENSON. Yes, sir, certainly it ought to be as precise as possible to indicate——

Senator BUMPERS. We will look at it further and we will probably contact you as soon as we decide precisely how we want to nail it down.

Senator MCCLURE. Let me indicate to the Senator that I don't believe the basic legislation would permit the expenditure for the purposes that are suggested. But I would be happy to work with him in making certain we——

Senator BUMPERS. The basic legislation would not. It's the amended legislation that concerns me.

Senator MCCLURE. Right. I think the descriptive language in the letter is not the legal language of the bill. If there is any danger or problem, I'm sure we would all like to correct it.

Mr. BETTENBERG. Mr. Chairman, the intention there was to be able to use those funds for areas in the Bureau of Land Management that have specific authorization where land is purchased through the Land and Water Conservation Fund. These are national recreation areas, a few wild and scenic rivers.

Senator BUMPERS. I don't think that is nailed down, is it?

Mr. BETTENBERG. I think you have a very good point.

Senator MCCLURE. I don't see that ambiguity. Again, if there is one I would like to correct it, because the language of the bill simply says, "for restoration and improvement of the units of the national park system, the National Forest Service, national wildife refuge system and authorized areas administered by the BLM, including construction and rehabilitation of physical facilities within such units or areas." However, no funds are authorized for direct operations of any such unit or area.

I suppose the question comes, is restoration and improvement the kind of thing you detailed? I would be glad to look at it. I think the authorizing committee would also. Can we compare the maintenance spending of the concessioner-operated facilities with maintenance spending of the National Park Service-managed facilities? Is there a direct correlation, a relationship between the amount of concessioner expenditures on their operating facilities as compared to how much the Park Service spends on a square footage basis, or otherwise?

CONCESSIONER EXPENDITURES ON THEIR FACILITIES

Mr. DICKENSON. That I think would again be most difficult to do because of the diversity of the kind of units we are talking about. Some units of the concessioners, for example, have been furnished in fairly recent years. Some are older. So if we looked at it on purely a square footage basis and compared National Park Service footage with concessions footage we would have to realize we are dealing with apples and oranges and they might not be absolutely comparable.

Senator McCLURE. What type of staff do you have to track this; engineers, cost accountants, et cetera?

Mr. DICKENSON. In dealing with the concessioners?

Senator McCLURE. Yes.

Mr. DICKENSON. We have close relationships with the concessioners about their maintenance activities as well as their capital investment program. We agree generally upon an annual maintenance plan, so that we can be assured that those facilities will be operated at an adequate and appropriate standard. So the relationship between the National Park Service and the concessioners on the grounds at the superintendents level is one of close coordination and insuring that maintenance is maintained at the same standard that we attempt to do ourselves.

Senator McCLURE. What services does the Inspector General's office provide to help the National Park Service review the concessioner management?

Mr. DICKENSON. The Inspector General comes in and provides periodic reviews of concessioner operations in terms of compliance with contract terms or any allegation of impropriety.

Generally, there need not be a specific reason, but they are audited and reviewed on at least a cyclic kind of basis.

That might vary from unit to unit or part of the country but nevertheless, the Inspector General does have that responsibility.

Senator McCLURE. Would you provide for the record a copy of all inspector general reports over the past 2 years concerning concessionaires?

Mr. DICKENSON. Yes, sir.

[The information follows:]

Inspector General Reports

Within the Department of Interior, the Office of Inspector General (formally referred to as the Office of Audit and Investigation and also the Office of Survey and Review) has the responsibility for all audits of concessioners operating in areas administered by the National Park Service.

In 1968 the National Park Service, in close cooperation with the Department's Office of Survey and Review, adopted a policy requiring all concessioners with annual gross sales in excess of $100,000 to submit financial statements which have been audited. These financial statements must be audited by independent certified public accountants (CPA's) and accompanied by an opinion expressed by them.

As a result of this 1968 policy requirement, the Department's Office of Survey and Review was able to revise their audit process. This allowed them to rely more heavily on the CPA audits rather than duplicating their audit work. At the time of the requirement, there were 81 concessioners with annual gross sales in excess of $100,000. These concessioners accounted for 95 percent of the total sales in 1968.

In early 1976, the National Park Service expressed concern to the Office of Audit and Investigation that so few Government audits were being made by them and requested that audits be performed at regular intervals to protect public interest. During this same period, the Chairman, Subcommittee on Energy and Environment expressed the same concern to the Department's Assistant Secretary. In reply to the Chairman, the Assistant Secretary acknowledged that the audit level had been less than ideal and advised that they planned to increase the audit effort. The Assistant Secretary also stated that to help alleviate this audit gap, they planned to develop an audit guide for audits of concessioners by CPA's.

In April 1979, the Office of Inspector General, working in close cooperation with the National Park Service, issued its "Audit Guide for National Park Service Concessioners." The audit guide is designed to provide assistance to those independent auditors (CPA's) who perform audits of concession operations by identifying special requirements relating to concessioners. The audit guide also provides suggested audit procedures for determining the extent and adequacy of concessioners compliance with the National Park Service requirements. Beginning with the 1980 operating year, all concessioners with annual gross sales in excess of $250,000 were required to have their financial statements audited by independent CPA's utilizing the new audit guide. In 1979, there were 86 concessioners with annual gross sales in excess of $250,000 who accounted for 90 percent of the total sales.

In conjunction with the Audit Guide, the National Park Service has completely revised its concessioner annual financial report form. All concessioners must submit the results of their operations on the new financial report form beginning with the 1980 operating year. The financial report form had been revised to: (1) meet generally accepted accounting principles, (2) provide for presentation of financial information in a manner that is representative of the industries in which concessioners operate, (3) provide for a more detailed presentation of certain financial information of major importance to the National Park Service, (4) eliminate furnishing of extraneous financial information, and (5) simplify reporting requirements for certain smaller concessioners.

We believe that the annual financial statement audits performed by CPA's utilizing the audit guide together with the audits performed by the Office of Inspector General are appropriate when properly monitored to protect the public interest.

(NOTE: The reports are being retained in the committee files.)

AUDITS PERFORMED IN THE LAST TWO YEARS BY OFFICE OF INSPECTOR GENERAL

CONCESSIONER	PARK	DATE OF AUDIT REPORT
Rocky Mountain Park Company	Rocky Mountain National Park	April 1981
Hi Country Stables	Rocky Mountain National Park	November 1980
Echo Bay Resort	Lake Mead National Recreation Area	November 1980
Kilauea Volcano House	Hawaii Volcanoes National Park	November 1980
Lake Mohave Resort	Lake Mead National Recreation Area	November 1980
Lake Mead Resort	Lake Mead National Recreation Area	November 1980
Temple Bar Resort	Lake Mead National Recreation Area	November 1980
Yosemite Park and Curry Company	Yosemite National Park	October 1980
Western River Expeditions	Grand Canyon National Park	July 1980
Caneel Bay, Incorporated	Virgin Islands National Park	March 1980
Pisgah Inn, Incorporated	Blue Ridge Parkway	February 1980
TWA Services, Incorporated	Bryce Canyon National Park	March 1979
	Grand Canyon National Park	
	Zion National Park	
Jackglo, Incorporated	Muir Woods National Monument	April 1979
Canteen Company of Oregon, Incorporated	Crater Lake National Park	June 1979
Flagg Ranch	John D. Rockefeller Parkway	October 1979

PROFITS FROM CONCESSIONAIRES

Senator McClure. Are concessionaires guaranteed a profit?

Mr. Dickenson. I can't say that they would be guaranteed, Mr. Chairman. Under the terms of the Concession Act of 1965, certainly the National Park Service is charged with the responsibility of not impeding the right of the operator to make a fair profit. We think it's only commonsense that if that private operator doesn't find the business profitable, he can no longer remain in business.

Senator Bumpers. Is their contract on a cost plus basis?

Mr. Dickenson. No, sir.

Senator McClure. What if a concessioner is losing money on a contract, is he given the opportunity to renegotiate better terms?

Mr. Dickenson. If there are factors and circumstances which make an operation unprofitable, we will work with him to determine what these are and attempt to rectify them.

Senator McClure. You have 67 FTP allocated to manage the almost 500 concession permits and contracts. Concession operations generated $232 million in total sales in 1979 and returned $4.5 million to the U.S. Treasury in 1979. How do these 67 FTP manage to review all these contracts and permits? Isn't that spreading them pretty thin?

Mr. Dickenson. Yes, sir, indeed.

Senator McClure. Are we pennywise and pound foolish?

Mr. Dickenson. I would think that part of the oversight activities that we are engaged in now tend to be somewhat onerous to many concessioners. They see it as a real burden. Certainly our estimate of the directions of the Congress in reaction to some of the past imbalances that occurred in the program required that we give a lot of additional attention. We have tried to do that.

But I think that we are to a point now where we would like to not modify, but simply bring back into a more appropriate balance the kinds of requirements that we impose on individual concessioners, that we impose upon our own staff, in terms of the review of operations and review of the kinds of services that are rendered people.

CONCESSIONS MANAGEMENT

Senator McClure. The Park Service proposes to increase concessions management funding $150,000—plus 6 percent—over 1981 appropriations. However, we understand that a number of concessionaire-managed facilities are in very poor shape, Did you consider more funding to help review concessionaire operations?

Mr. Dickenson. We considered additional funding specifically in the area of financial management which represents our most critical need at the moment and would amount to a total of $100,000.

The core to the problem of improving concession services is the aggressive management of the funds which flow through the concession system. The National Park Service must be in a position to make demands for capital improvements, maintenance, and to negotiate the most favorable terms for franchise fees, length of contract, and to be able to support that these demands are supportable by that particular business.

Senator McClure. As Senator Bumpers has indicated, there is a great deal of concern, not only on the part of this committee, but on the part of others, as to the concessionaire system in the national park system. There are a number of people, as you know, who have wanted to eliminate that over the years.

Mr. Dickenson. Yes, sir.

Senator McClure. I don't share that feeling, particularly in view of the budgetary constraints with which we are faced. It would be very difficult for us to provide visitor facilities and do it all on budget. That is part of our problem.

Mr. Dickenson. I would urge in the strongest terms, Mr. Chairman, that we simply reaffirm that the private enterprise system is the absolute most appropriate way to furnish those special services and special facilities that are required at a national park.

POSITIONS

Senator McClure. Overall, the National Park Service is requesting an increase of 112 FTP over 1981 appropriations. This is an increase of 269 for the operation of the national park system, an increase of 306 for the Land and Water Conservation Fund, an increase of 74 for the $105 million park restoration and improvement program, and a decrease of 537 from other accounts. What other accounts will absorb this reduction?

Ms. Garrett. There are two accounts, Mr. Chairman, which make up the 775 positions in that account for fiscal year 1981. Of those 324 are in the land and water fund for the National Park Service. Four hundred and fifty-one are the various programs under our youth activities. One hundred and seventy-seven, 274 for YCC and YACC, respectively. This administration has made the determination to phase out the YCC program this fiscal year and the YACC program in the next fiscal year.

Senator Bumpers. Do you agree with that?

Mr. Dickenson. The programs have been most useful in national parks, Mr. Bumpers. The decision, of course, is related to the budgetary constraints, but the programs themselves have been extraordinary in aiding our operation.

Senator Bumpers. I thought so, too. I thought both those programs were extremely cost effective. I just wanted to to know what you thought about it.

Ms. Garrett. So that a 537-position reduction includes 213 reductions for YACC and YCC and all of the 324 positions authorized for the Park Service for land acquisition.

Now that 306 figure I mentioned includes the positions for the Park Service for land acquisition, so it's minused out in the 537, but part of those are added back in the 306.

That 306 includes not only the Park Service, but those positions associated with the State side from HCRS.

We do not at this point know exactly what percentage of the 306 will be related to the Federal side and the State side because there are still some decisions to be made about how the $45 million balance in that program would be split in fiscal year 1982, as I indicated earlier.

To summarize, the 537 decrease is related to only two programs, youth activities and land and water. Part of the land and water funds are restored in the 306 figure that is mentioned above.

Senator McClure. The summary table provided on page 2 shows that actual employment on November 30, 1980, was 8,430, against an authorized ceiling for fiscal year 1981 of 9,653. Why is the National Park Service so severely understaffed compared to its ceiling?

Ms. Garrett. There are two answers to that question, sir. One is that as you know we have been in a freeze situation for sometime. Just before the freeze the Park Service had gone through an early out, in which approximately 400 Park Service employees resigned or retired under those provisions. So when the freeze struck, we were already considerably under ceiling.

The second answer to the question is that OMB does not necessarily authorize a ceiling at the authorized level of positions. Some are vacancies we can fill, some are not vacancies we can fill because we do not have the ceiling to cover them.

Senator McClure. Even with those 400 early out, you were at 8,800, some 800 below your authorized ceiling.

Ms. Garrett. That is correct. But part of that, sir, relates to the fact that we do not have the same number of ceiling that we do have authorized positions.

Senator McClure. What is your current actual employment total?

Ms. Garrett. I'll provide that for the record.

Senator McClure. The most recent figures you have.

Ms. Garrett. Yes, sir. We have it for the month of March and I don't recall exactly what that figure was.

[The information follows:]

Employment

	Permanent employment March 21, 1981
Appropriation:	
Operation of the national park system	7,403
Construction	355
John F. Kennedy Center for the Performing Arts	67
Subtotal	7,825
Permanent and trust funds:	
Trust funds	3
Other accounts	635
Total, National Park Service	8,463

HCRS PROGRAMS

Senator McClure. The land and water fund proposal for $45 million includes 306 positions for 1982.

Ms. Garrett. Yes, sir.

Senator McClure. I assume this relates to the 319 originally estimated for HCRS salaries and expenses appropriation. Is that correct?

Ms. Garrett. No, sir. That 319 figure that you are referencing I will break down for you. It includes all the programs that were in HCRS and includes the recreation programs, natural programs, cultural programs, and 14 positions for their environmental compliance review. That 319 included 128 for recreation, 88 financial programs, 86 cultural and, as I said, 17 for environmental compliance review.

Senator MCCLURE. Why do you need 306 positions to administer a greatly reduced program?

Mr. DICKENSON. At the present time there are a number of turning points, a number of decisions yet to be reached regarding level of activity and the level of funding. There are decisions affecting the amount of rescission, for example, which might have an impact upon our staffing level. So for the time being we are not trying to forecast or to make those kinds of organizational——

Senator MCCLURE. You are making the budget presentation but you are not assuming the Congress will buy it?

Mr. DICKENSON. We are hedging our bets right now, Mr. Chairman.

Senator MCCLURE. If, as a matter of fact, funding levels, including the 1981 rescissions and 1982 authorizations, are as suggested in the budget submission, how many positions would you actually need for the Land and Water Conservation Fund?

Mr. DICKENSON. Certainly I think I can forecast that we are going to be shifting from a land acquisition posture into using other kinds of land acquisition techniques which would include land exchange and perhaps others. The exact level of personnel that would be required is simply not yet known.

But if the $45 million level holds, certainly there will have to be some rather drastic major reductions in number of personnel. We just simply don't know precisely what that is yet.

Senator MCCLURE. How soon would you know?

Mr. DICKENSON. I think as soon as the Congress takes action.

Senator MCCLURE. Then you will start figuring out how you lay the people off to meet the dollars?

Mr. DICKENSON. We will be able to know what the program will require as soon as Congress acts on the rescission.

Senator MCCLURE. Ordinarily when a budget is submitted the personnel figures are correlated to those budget figures. There seems to be some apprehension on your part as to whether or not the budget will be accepted by the Congress.

Mr. DICKENSON. I wouldn't call it apprehension, Mr. Chairman. We are just simply in the unusual position of merging two organizations with drastic proposals related to the funding level. It seems that prudence is required to await the outcome of congressional action.

Ms. GARRETT. I think it is fair to say, also, Mr. Chairman, that that 306 does indeed represent a 200-position reduction between the positions authorized for the Park Service and HCRS to do land acquisition now. So the 306 does not relate to how many people are involved in those activities right now. There is, as I said, a 200 position difference.

Senator MCCLURE. We may want you back after the budget decisions are made to determine what you want to do about personnel.

MORATORIUM INCLUDES EXISTING AREAS

Senator BUMPERS. Mr. Chairman, let me ask one further question.

This land acquisition moratorium does not apply to parks that are in the process of being acquired, does it? Take the Buffalo National River, for example, which is about 90 percent complete in my State.

Mr. DICKENSON. The current budgetary request does affect existing areas.

Senator BUMPERS. Does that mean that there will be no more money to acquire the rest of that park?

Mr. DICKENSON. I can't say that that is the long-term view, Senator. But for the 1982 fiscal year the amount proposed, the Land and Water Conservation Fund of $45 million, would take care of only very special categories.

Senator BUMPERS. Let me tell you the absurdity of that, Russell, which you may have already figured out. There are any number of people in the mountains around the Buffalo River who have already moved off in anticipation of their land being condemned. Many of them bought other places and have been simply waiting for the condemnation order, because they have not reached an agreement with the Park Service on how much they will be paid for their land.

Now has the Secretary thought about the tremendous hardship that that sort of policy is going to cause for people like that?

Mr. DICKENSON. Senator, it is understood and proposed by the administration that in the $45 million, a portion thereof would be set aside for emergencies, hardship cases or court awards in case of declarations of taking or condemnation where there is a deficiency. So those few dollars which have been identified are precisely for taking care of situations where there is difficulty. They may not be able to take care of everything.

Senator BUMPERS. I don't know how many parks are in the situation that Buffalo River National Park is but I doubt that $45 million will do it. I had no idea that the Secretary was intending to stop the acquisition of all parks that are in the process of being acquired.

Are you familiar with the Obed River Park in Tennessee?

Mr. DICKENSON. Yes, sir.

Senator BUMPERS. What percentage of that park has been acquired?

Mr. DICKENSON. I don't have that handy. We will look it up. Certainly the Secretary takes the position, Senator, that because of the extraordinary economic and budget constraints, low level of funding and moratorium on land acquisition, it does give us a chance to reassess and see where we are headed. There are an awful lot of extremely expensive acquisitions that have yet to be grappled with.

Without trying to relate to you whether there is a decision one way or the other, the period we are going through now is for a reassessment, and without reference to what funding level might prevail in 1983 or beyond. We are dealing with the 1982 fiscal year budget problem.

MANY EXISTING PARKS AFFECTED

Senator BUMPERS. Well, you know, of course, in order to balance this budget in 1984 we are going to have to cut another $50 billion in 1983 and another $50 billion in 1984. Incidentally, these cuts will have to be made while we spend about $1 billion a day on defense. I have a suspicion there are a lot of parks in the United States like the Buffalo River that are going to really discommode a lot of people. I don't think a lot of people are aware yet what is involved here.

Do you have any idea, Russell, how many parks are in the process of acquisition?

Mr. DICKENSON. Yes, sir.

Senator BUMPERS. How many are there?

Mr. DICKENSON. I don't have that immediately available.

Senator BUMPERS. I thought we were talking about acquisitions to additional parks in existence and acquisitions for new parks. I didn't have any idea we were talking about stopping everything right in the middle of the process.

Mr. DICKENSON. If I could ask Mr. Will Kriz, our land acquisition officer, to respond to that.

Mr. KRIZ. Sir, there are approximately 50 parks. I haven't counted them all here but there are approximately 50 parks at some stage of acquisition, some like Buffalo River that you mentioned that are 90 percent complete and others like Obed River where acquisition is just beginning.

Senator BUMPERS. Can you send me a list of those parks and the percentage of acquisition that has been completed?

Mr. KRIZ. Certainly.

Senator MCCLURE. We would make that a matter of record when it is submitted.

Senator BUMPERS. Please submit that to the committee. If you will be kind enough, send a copy of it to my office.

Mr. KRIZ. Yes, sir.

[The information follows:]

National Park Service land acquisition status [1]

Area	*Percentage of land acquired as of February 18, 1981*
Allegheny Portage Railroad National Historic Site	63
Antietam National Battlefield	25
Appalachian National Scenic Trail	45
Bent's Old Fort National Historic Site	93
Big Cypress National Preserve	98
Big Bend National Park (boundary expansion)	0
Bighorn Canyon National Recreation Area	56
Big Thicket National Preserve	91
Biscayne National Park (boundary expansion)	0
Buffalo National River	98
Cape Cod National Seashore	99
Capitol Reef National Park	99
Chaco Culture National Historical Park (boundary expansion)	9

See footnote at end of table.

National Park Service land acquisition status [1]—Continued

Area	*Percentage of land acquired as of February 18, 1981*
Channel Islands National Park (boundary expansion)	9
Chattahoochee River National Recreation Area	54
C. & O. Canal National Historical Park	86
Chickamauga and Chattanooga national Military Park (boundary expansion)	0
Congaree Swamp National Monument	100
Coronado National Memorial	96
Cumberland Island National Seashore	82
Cuyahoga Valley National Recreation Area	59
Delaware Water Gap National Recreation Area	85
Ebey's Landing National Historical Reserve	62
Fire Island National Seashore	98
Fort Caroline National Memorial	95
Fort Laramie National Historic Site	92
Fort Sumter National Monument (boundary expansion)	0
Georgia O'Keeffe National Historic Site	93
Golden Gate National Recreation Area	92
Golden Spike National Historic Site (boundary expansion)	0
Grant-Kohrs Ranch National Historic Site	97
Great Sand Dunes National Monument (boundary expansion)	81
Harpers Ferry National Historical Park	0
Indiana Dunes National Lakeshore	22
James A. Gargield National Historic Site	75
Jean Lafitte National Historical Park and Preserve	0
John Day Fossil Beds National Monument	0
Kaloko-Konokahau National Historical Park	0
Kalaupapa National Historical Park	0
Lowell National Historical Park	19
Lower St. Croix National Scenic River	89
Lyndon B. Johnson National Historical Park (boundary expansion)	0
Manassas National Battlefield Park (boundary expansion)	0
Martin Luther King, Jr. National Historic Site	0
Monacacy National Battlefield	1
Mound City Group National Monument (boundary expansion)	0
New River Gorge National River	1
Ozark National Scenic Riverway	99
Olympic National Park (boundary expansion)	66
Padre Island National Seashore	99
Palo Alto Battlefield National Historic Site	0
Petersburg National Battlefield	99
Point Reyes National Seashore	97
Redwood National Park (boundary expansion)	99
Rio Grande National Scenic River	0
Rocky Mountain National Park (boundary expansion)	0
St. Croix National Scenic River	88
Saguaro National Monument	99
Salinas National Monument	0
San Antonio Missions National Historical Park	0
Santa Monica Mountains National Recreation Area	2
Saratoga National Historical Park (boundary expansion)	0
Sequoia National Park (Mineral King)	95
Tuzigoot National Monument (boundary expansion)	0
Upper Delaware National Scenic River	11
Valley Forge National Historical Park (boundary expansion)	21
Virgin Islands National Park	87

See footnote at end of table.

National Park Service land acquisition status [1]—Continued

Area	*Percentage of land acquired as of February 18, 1981*
Voyageurs National Park	97
War in the Pacific National Historical Park	55
Wind Cave National Park	0
Women's Rights National Historical Park	0
Inholdings (38 areas)	99

---

[1] Excludes Alaskan parks.

CENTRAL AND PERIPHERAL ACQUISITIONS

Senator McCLURE. Now I suspect we will see in the analysis that there are a number of shades and variations in which the remaining acquisitions are central. Some in which the remaining acquisitions are peripheral. Some in which the acquisitions authorized are additions to older parks, some of which we are talking about holdings previously unavailable or we had decided not to acquire.

Mr. DICKENSON. That is right.

Senator McCLURE. Is there any kind of criteria by which you can distinguish those situations?

Mr. DICKENSON. Certainly. We intend to systematically reassess the entire land acquisition program. This includes not only prior condemnations to see whether or not those need to be concluded, but also any remaining boundary adjustments, those things which would cost additional Federal dollars. In other words, a complete relook at where we are.

It is true, Senator, a number of areas would show that we are 92 percent complete with acquisition or 95 percent. I cannot say that we will or will not complete those. But certainly during this pause, during this time of reassessment here we will put that to the best advantage that we can.

Senator BUMPERS. Mr. Chairman, I would just say that the Park Service should be prepared to come before the authorizing committee with a more definitive proposition on what they think they can do with $45 million and what you intend to do with it so we will have some idea of whether we want to stick with the budget or whether we want to authorize and possibly later appropriate in this committee more money.

I am telling you, this is going to create untold hardships for some of my constituents.

Mr. DICKENSON. Yes, sir.

Senator BUMPERS. Thank you, Mr. Chairman.

POSITIONS IN THE NEW APPROPRIATION

Senator McCLURE. Seventy-four positions are estimated to be needed to implement the $105 million park restoration and improvement program. If the $105 million were added to the regular maintenance and construction program rather than being established as a separate fund, would you still need the same full number of positions?

Mr. DICKENSON. We would, sir. We have considered that very carefully. The extraordinarily complex and diverse nature of the $105 million relating to as many projects as it does would require that additional manpower in terms of the additional maintenance, et cetera.

Senator MCCLURE. What kind of personnel are you going to use in that program? Are they contract personnel, park rangers, what is the character of the employment?

Mr. DICKENSON. We are talking primarily about those who are in the maintenance field, Mr. Chairman, maintenance, rehabilitation.

ADDITIONAL COMMITTEE QUESTIONS

Senator MCCLURE. That concludes our hearing for this morning. I appreciate your responses. We have some further questions to submit for response in writing for the record.

[The following questions were not asked at the hearing but were submitted to the Department for response subsequent to the hearing:]

ADDITIONAL COMMITTEE QUESTIONS

Construction

Question: What are the new construction projects?

Answer: Only one of the Service's fiscal 1982 construction requests is for continued funding of a project currently underway. $7.5 million are being requested to continue the rehabilitation of recently purchased concessions facilities at Yellowstone National Park. However, the repair and rehabilitation work to be accomplished in fiscal 1982 at Yellowstone represents new work involving different structures from those worked on in fiscal 1981. The other 20 construction projects proposed for fiscal 1982 are definitely new starts.

Great care has been taken to ensure that the planning for all proposed projects has progressed to a stage which will assure project obligation during the fiscal year. We feel that our request for $61.6 million for fiscal 1982 construction can be accomplished rather easily.

The following is a listing of the 20 new construction projects proposed for fiscal 1982 funding:

Fiscal 1982 Construction Program - New Starts

			Dollar Amounts in Thousands
Appomattox Courthouse	Village Area	Water, Burglar, Fire Alarm And Suppression System	$ 1,324
Big Bend National Park	Chisos Basin	Install Additional Water Reservoir	514
Foothills Parkway	Park General	Tunnel Lighting and Striping	1,200
Fort Sumter National Monument	Fort Sumter	Connect Water System To Mainland	887
Gateway National Recreation Area	Sandy Hook	Rehabilitate Road System	1,965
Glacier National Park	Many Glacier	Reconstruct Water System (Completion)	1,348
Glacier National Park	Rising Sun	Reconstruct Sewage System (Completion)	1,968
Great Smoky Mountains	Oconaluftee	Replace Oconaluftee Bridge	1,077
Lowell National Historical Park	Park General	Develop Dutton Street Parking Lot	720
Lowell Historic Preservation Commission	Park General	Remove Martin Clothes and Furniture and Reconstruct Boott Mill Cultural Center	396
Mount Rainier National Park	Paradise	Sewage Treatment Plant Flow Equalization	786
Mount Rushmore National Memorial	Headquarters	Construct Waterline From Tank To Existing Line	189
Natchez Trace Parkway	Parkway General	Construct 2.77 Miles, Bridges, Comfort Station	11,535
Natchez Trace Parkway	Ridgeland Subdivision	Repair Abutment of Bridge Over Highway 467, Section 303	504
National Capital Parks - Central	Park General	Repair Kutz Bridge	3,900
National Capital Parks - East	Meridian Hill	Restore Aggregate Walls and Walks	876
Saratoga National Historical Park	Park General	Develop Alternate Water Supply And Relocate Fire Pump	266
Yellowstone National Park	Mammoth (Wyoming)	Reconstruct Water System (Phase 3 of 4)	1,208
Yellowstone National Park	Canyon (Wyoming)	Construct Water-Treatment System (Completion)	4,464
Yosemite National Park	El Portal	Final Effluent Disposal Facility	4,770
		Total	$39,897

Question: What is the status of the Cumberland Gap construction project? What is the total cost estimate? Has any land disturbing activity began?

Answer: An amount of $15.5 million was appropriated in fiscal 1980 to begin construction on the Cumberland Gap Tunnel. These funds, provided to begin construction following a $1.1 million appropriation in fiscal 1979 for planning, are now proposed for rescission. The $15.5 million would be used to drill a pilot bore establish alignment, construct portions of the approach roads, and for three bridges.

If the funds are not rescinded, the National Park Service would immediately award the first contract for the bridges across Skyland Road. Another contract for the pilot bore, grading and embankment work could be awarded in September 1981, thus obligating all the 1980 construction money.

The next phase, estimated at $21.5 million, would provide for 2.6 miles of approach road construction and eight bridge structures. There are no funds requested in the National Park Service budget for this next phase.

The President has proposed rescission of this $15.5 million, a project now estimated to cost in total over $150 million.

No land disturbing activity has begun.

Question: What criteria do you use to determine if rehabilitation of a project is new construction versus maintenance? Do you use a dollar limitation?

Answer: The distinctions between construction and maintenance projects relate to cost, scope, and prerequisite planning requirements. Maintenance based repair and rehabilitation projects are undertaken to repair damaged or deteriorated facilities. These projects are often accomplished by park staff or day labor force under the supervision of park maintenance personnel. Maintenance projects typically cost less than $50,000 although a few may exceed this figure for large projects such as road resurfacing or extensive masonry wall repair. Funding for maintenance projects is requested on an annual basis and is never used to construct new facilities. In most cases, only a minimal of project planning is required.

In contrast to the above, construction projects are much larger in scope and cost, often exceeding several million dollars. Generally, they require several years of professional planning to prepare detailed construction drawings and bidding documents. Projects typically require more than one fiscal year to construct, no-year funding is always requested, and the construction is supervised by a professional engineer or architect.

Question: Do you use outside architectural and engineering firms to develop or review your construction proposals? Who sets the construction standards for new projects?

Answer: The National Park Service hires outside architectural and engineering firms to prepare conceptual designs and working drawings and specifications for some projects. This is done when special expertise is needed for a particular project and is not available within the Service, and when the total work load is more than the Service can handle using its own architects, landscape architects, and engineers. The construction standards for new projects are established by the Chief, Office of Park Planning and Environmental Quality and the Manager and Assistant Managers in the Denver Service Center. The standards stress design excellence and follow life safety and other applicable codes and accepted construction standards for the industry as a whole.

Question: What is the Federal Highway Administration's role in the National Park Service road and bridge construction and maintenance program? Do they maintain any National Park Service bridges or roads? If so, are they reimbursed?

Answer: The Federal Highway Administration (FHWA) has the expertise to design and supervise construction of roads and bridges. The National Park Service through a longstanding memorandum of agreement uses the Federal Highway Administration much the same as an architectural and engineering firm for road and bridge design and construction. The Service also uses the Federal Highway Administration expertise to examine and inventory the condition of the National Park System roads and bridges as one basis for developing the maintenance programs of the Service. The Federal Highway Administration does not maintain any National Park Service bridges or roads. The National Park Service reimburses the Federal Highway Administration for all work it does for the Service.

Yosemite National Park

Question: What is the Status of Yosemite's General Management Plan that calls for removing structures and obliterating roads? What is that estimated to cost? Have any steps been taken to move out of the valley? Are any funds in the 1982 Budget for this?

Answer: The General Management Plan was approved January 22, 1981, and the total estimate cost is $155 million. Until a comprehensive design plan for El Portal is completed and approved, no significant action can be taken on moving out of the valley. The General Management Plan was not approved until after the formulation of the fiscal 1982 budget therefore no funds were requested.

Baltimore - Washington Parkway
And Suitland Parkway

Question: How much does the National Park Service spend to maintain the Baltimore-Washington Parkway and Suitland Parkway? Are discussions underway to try to transfer responsibility for those roads to other government entities for management?

Answer: $903,500 are expended annually to maintain and patrol on a 24-hour a day basis the Baltimore-Washington Parkway. $382,200 are expended annually to maintain and patrol on a 24-hour a day basis the Suitland Parkway. These figures include road maintenance, grounds maintenance, sanitation (litter control), police and support costs, i.e., vehicles, equipment, gasoline.

The Federal Highway Act of 1970 (Public Law 91-605), as amended, required that the Baltimore-Washington Parkway be upgraded by the State of Maryland using $65 million out of the Highway Trust Fund and after reconstruction, the parkway would be transferred from the National Park Service to the State of Maryland. Public Law 95-599, dated November 6, 1978, amended the Federal Highway Act of 1970 to require the preservation of the "Parkway characteristics." Under the provisions of Public Law 91-605 no authorizations of funds were allocated until the Secretary of the Interior and the State of Maryland entered into an agreement regarding: (1) the transfer of jurisdiction, and (2) inclusion of the road system by the State into the Federal Aid Highway System. Under this agreement, dated June 9, 1972, the State of Maryland has been studying alternative reconstruction methods for the Baltimore-Washington Parkway since 1974 which include: (1) a no-build alternative; (2) a restore, reconstruct, and renovate alternative for minimal safety improvements; and (3) a restore, reconstruct, and renovate alternative with full interchange improvement and full development to six lanes.

In January of 1980 the State of Maryland indicated that they are not prepared under any circumstances to take ownership to the parkway. The State has concluded that major improvements to the parkway are considered too costly ($265 million) and unwarranted from the State's perspective. Based on extensive studies to date, the State of Maryland, the National Park Service, and the Federal Highway Administration feel it is prudent to finish the studies on the remaining alternatives. The alternatives remaining in the environmental assessment will be restricted to: (1) do nothing; and (2) minimal safety improvements. The environmental assessment is scheduled for completion in the spring of 1982. The National Park Service has requested a letter from the State officially clarifying their position. We anticipate a letter from the State by the summer of 1981 at which time the National Park Service may reconsider its position.

From the studies to date it appears that alternative 2 above can be accomplished within the original $65 million authorization. In that the parkway is in critical need of repair, we are pursuing the option of the Federal Highway Administration seeking a revision to the original legislation to provide for reconstruction from the original authorization (from the Highway Trust Fund).

The agreement, dated June 9, 1972, included a separate and unrelated provision for the transfer of the Suitland Parkway subject to: (1) enactment of legislation to authorize such transfer; (2) enactment of legislation authorizing funds for construction and reconstruction of the Suitland Parkway; and (3) concurrence by the State Highway Administrator in the nature, extent, and standards of construction and reconstruction to be accomplished. To date the State of Maryland, through the Department of Transportation, has not sought the necessary legislation for the transfer of Suitland Parkway. The State of Maryland has also indicated that they will not seek such legislation.

New Area Plans

Question: You are requesting no funds in 1982 for new area plans. Does this mean that you will do no studies related to finding alternative means of protecting nationally-significant areas?

Answer: On April 17, 1981, the Department of the Interior transmitted a draft of proposed legislation relieving the Secretary of the Interior from the responsibility of studying and transmitting to Congress comprehensive reports on areas which may have potential for inclusion in the National Park System. We do not propose to conduct such studies.

Water Resources

Question: Water resources activities are proposed for a $633,000 increase (+67%) over 1981 appropriations to date. What is this increase for? Will these activities be restricted to National Park Service lands?

Answer: The requested increase will be used only for activities on park lands. No reserved water rights work will be supported with these monies.

Two field hydrologists will be added to the current staff of nine (+$62,900 for salaries and benefits); the remainder of the requested increase will be used to carry out the following in-park water resources projects:

Fredericksburg/Spotsylvania County Battlefields Memorial National Military Park	Locate and develop a potable groundwater supply for ranger station
Lehman Caves National Monument	Locate and develop a drinking water supply for visitor and park employee uses
Death Valley National Monument	Flood hazard study
Glacier National Park	Develop water quality management plans required under P.L. 92-500 and Memorandum of Understanding with EPA
Capital Reef National Park	
Fort Laramie National Historic Site	Conduct in-park studies to evaluate the availability, safety and quality of in-park surface and subsurface water sources
Fire Island National Seashore	
Saugus Iron Works National Historic Site	
Cape Lookout National Seashore	
Cuyahoga National Recreation Area	
Big Thicket National Preserve	
Hot Springs National Park	
White Sands National Monument	
Mount Rainier National Park	
North Cascades National Park	
Bryce Canyon National Park	Review and evaluate existing surface and underground water quality and water supply data to support improved management of park water resources
Grand Canyon National Park	
Great Smoky Mountains National Park	
Yosemite National Park	
Zion National Park	
Chaco Culture National Historical Park	

General Management Plans

Question: General management plans (GMP's) are proposed for a reduction of $1.3 million (-36%) from 1981 appropriations to date. What will be the impact of these reductions in terms of planning future and construction activities? Do GMP's provide the basic data base for future menagement decisions? If so, why isn't this reduction counter-productive to long-term management improvements and savings?

Answer: By improving the effectiveness of the use of the Service's planning process and carefully monitoring the production of plans underway, the Service has been able to complete some of the more complex and controversial plans in the last 3 years. At the same time the completion rate of plans has significantly increased from 12 plans in 1978 to 22 plans in 1980. The Service is further refining the planning process to shorten the time necessary to complete plans. With these and other management improvements in planning, the proposed reduction should not have any significant impact upon the quantity and quality of plans currently underway and programmed to begin, nor should it have any impact upon the development and construction program of the Service. General Management Plans do provide for future management decisions and currently the Service has approved plans for 240 units. The Service has a multiyear program to complete the remainder of the plans and to reevaluate and update some of the older general management plans.

Urban Parks

Question: Do you have a new policy on funding for urban parks, especially future expansion, improvements, or new accessions?

Answer: We intend to follow our statutory mandates pertaining to existing urban parks and recreation areas in line with appropiately fulfilling our stewardship responsiblities for those areas. There is no new policy in that regard. We do not at this time, however, support any further expansion of the National Park System until we have reassessed and redefined priorities for adequately caring for what is already contained within the System.

Performing Arts

Question: Last year, we provided $1 million for matching assistance to the National Symphony Orchestra. No funds are requested for 1982. Why not? What progress has been made by the National Symphony in making use of those funds? Has the Symphony been submitting their quarterly reports as called for in the 1981 Senate Report? What is the current financial situation of the National Symphony?

Answer: Consistent with the President's budget, the National Park Service did not include funds for direct Federal financial assistance to the performing arts in fiscal year 1982.

The National Symphony has matched and received $600,000 to date.

It is our understanding that the National Symphony will submit a performance report in May 1981 to cover: (1) the first 6 months of fiscal year 1981; and (2) an update on their current financial situation.

Alaska Parks Management Considerations

Question: What Alaska management considerations are included in your 1982 Budget? Can you provide for the record a list of parks and total costs for 1980, 1981, and 1982? Basically, as we understand it, the funds proposed for 1982 will be to begin to manage areas that have been unmanaged. Are there reductions that can be made to your 1982 estimates and still begin to provide a minimally acceptable management level?

Answer: We have given careful consideration to the proposed allocation of funds and positions contained in the 1982 fiscal year budget as amended for implementation of the Alaska National Interest Lands Conservation Act.

Our first consideration is to provide for the initial management and protection of the resources and visitors in all areas. All 25 permanent positions would be assigned for park operations in the new areas and additions to provide the necessary services to visitors, such as search and rescue, minimum visitor information programs and to protect the resources from adverse and illegal use.

At this minimum level of funding, support cost would provide only for reactive measures for assistance, subsistence management and protection of the park's resources.

At this level planning requirements under section 1301 ("(a)Within five years from the date of enactment of this Act, the Secretary shall develop and transmit to the appropriate Committees of the Congress a conservation and management plan for each of the units of the National Park System established or to which additions are made by this Act....") of the act cannot be met within the 5 year time frame mandated, but, will probably be limited to interim management plans that hopefully will be developed in-house and incorporated into the National Park Service Plan Requirements as funds become available in future years.

It appears from all indications, that the Federal Government will be playing a major role in subsistence management in Alaska and the Service must be prepared to assume its responsibility. A total of $250,000 will be allocated to subsistence management, establishment of Subsistence Commissions and provide the basic data required for the Commissions. No subsistence cultural research can be performed at this level.

Funding will be provided for special studies, such as the Bristol Bay cooperative study and a preliminary survey of rights-of-way access through Gates of the Arctic National Park and Preserve. Wild and Scenic River studies and administration will be funded at a reduced level.

The following is a list of Alaska areas and their total costs for 1980, 1981 and 1982:

Alaska Parks
(Dollars in thousands)

	Fiscal 1980	Fiscal 1981	Fiscal 1982
Aniakchak National Monument and Preserve	$ --	$ 60.0	$214.0
Bering Land Bridge National Preserve	--	100.0	467.5
Cape Krusenstern National Monument	--	318.0	608.0
Glacier Bay National Park	662.6	718.0	1,104.9
Katmai National Park	325.1	348.3	559.9
Klondike Goldrush National Historical Park	554.6	590.4	590.4
Denali National Park and Preserve	1,734.5	3,000.8	3,392.8
Sitka National Historical Park	338.8	333.3	351.5

	Fiscal 1980	Fiscal 1981	Fiscal 1982
Gates of the Arctic National Park and Preserve	--	540.0	1,367.0
Kenai Fjords National Park	--	100.0	255.5
Kobuk Valley National Park	--	34.0	261.5
Lake Clark National Park and Preserve	--	400.0	526.5
Noatak National Preserve	--	48.0	486.0
Wrangell-St. Elias National Preserve	--	600.0	1,055.5
Yukon-Charley Rivers National Preserve	--	100.0	287.5
Subtotal	3,615.6	7,290.8	11,528.5
Alaska Regional Office	--	2,994.3	3,387.9
Total Alaska Areas	3,615.6	10,285.1	14,916.4

National Center For Therapeutic Riding

Question: What is the status of the National Park Service response to the committee's 1981 directive to continue the Center's activities? We understand that the Service has a study underway to determine how best to accommodate the needs of the Center. When will that be completed? What options are being considered? Are funds available?

Answer: In April 1980 the National Park Service initiated a comprehensive study of U.S. Park Police support facility needs throughout the National Capital Region. Attention is being given to the desires of the National Therapeutic Riding Center as we understand that the availability of an indoor riding ring will enable the Center to increase its enrollment by offering year-round instruction. We are assessing the needs of the Park Police, the concessioner, and the desires of the Center by evaluating economic and resource alternatives. One of the options being given serious consideration is to relocate the present police horse training function to Edgewater stables. This relocation, however, cannot be accomplished until building rehabilitation is completed. We are presently analyzing all alternatives and priorities. However, no funds are available at this time.

The primary reason that the police barn is not available for the Therapeutic Riding Program is a lack of stable space for the U.S. Park Police. Although there are some days when the Park Police are not training, the ring must then be used as an exercise area for their horses. There are 55 horse mounted officers involved in the police training program and approximately 70 horses that require refresher training. Training of police horses in open and public areas would create an unsafe and uncontrollable environment. This type of training involves the use of firearms, explosives, fire and simulated crowd confrontations which is necessary to ensure that a police horse does not bolt, kick or rear in a crowd of people causing serious injury. There is a natural instinct in a horse to act defensively when suddenly startled as often happens around large crowds. To ensure the safe use of police horses in dense visitor use areas they must be exposed frequently to this type of training in a controlled indoor environment.

At this point in time, we endorse the Center's fundraising efforts to the extent that such monies might be applied to an expansion of the program and construction of a model facility.

Shakespeare Summer Festival

Question: What are the Service's plans for the 1982 Shakespeare Summer Festival? Has the paperwork necessary to support the Festival in 1982 been completed? If not, when will they be completed?

Answer: Consistent with the President's budget, the National Park Service did not include funds for a Shakespeare program in fiscal year 1982.

Question: How would the Park Service distribute a reduction of $50 million below their 1981 appropriations to date, taking at least $25 million of the reduction from operating programs?

Answer: The information follows:

UNITED STATES
DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE
WASHINGTON, D.C. 20240

June 12, 1981
220

NATIONAL PARK SERVICE REDUCTIONS OF $50 MILLION

	($000)	
	1981 to date	Reduction (estimate)
Operation of the National Park System:		
Park Management	428,690	23,870
Management of park areas	(64,588)	(5,000)
Concessions management	(2,567)	(500)
Interpretation and visitor services	(59,593)	(12,000)
Visitor protection and safety	(59,520)	--
Maintenance	181,627)	(3,000)
Resources management	(57,228)	(2,000)
Informational publications	(2,947)	(1,000)
International park affairs	(370)	(370)
Volunteers-in-the-Parks	(250)	--
Forest fire suppression and rehabilitation of burned areas	1,200	--
Executive direction	6,294	600
Park, recreation and wilderness planning	5,743	1,630
Statutory or contractual aid for other activities	2,901	1,500
Total, Operation of the National Park System	444,828	27,600
Construction	43,367	22,000
John F. Kennedy Center for the Performing Arts	4,400	400
Total	492,595	50,000

The "Construction"account reduction would wipe out any new construction and only minimal rehabilitation and planning could be accomplished. Since the Service's recent construction programs have provided mostly for water, sewer and other health and safety considerations and there remains considerable work to be accomplished in this area, any reduction would result in deferral of this type of work.

The balance of reductions would come from the "Operation of the National Park System" and the "John F. Kennedy Center" accounts. While some reductions would be made against the Washington Office and Regional Offices programs, park areas, too, will be affected. A few seleted areas would probably be closed instead of reducing maintenance, visitor services and resources protection activities in many parks. Considerable analyses will be required to determine which park areas would be closed.

QUESTIONS SUBMITTED BY SENATOR ROBERT C. BYRD

Harpers Ferry Water System

Question: I am advised that the Park Service recently initiated a study of the Harpers Ferry water system as directed by the Senate Appropriations Committee at my request. The drought and water shortage problems at Harpers Ferry are very serious. One of the principal contributing factors, I am told, is the large number of Federal installations at Harpers Ferry. At an earlier hearing, on April 18, I discussed this matter briefly with Secretary Watt and asked him to look into in personally, and he assured me he would.

Mr. Dickenson, would you please tell me how that study is proceeding, when it will be ready, and probable conclusions?

Answer: The study is currently underway with completion scheduled for the fall of 1981. The study will encompass investigation of the ground water sources and develop a contingency plan for operation of the town and park's water needs during severe drought. The probable conclusions of the study are not discernable at this time. We will keep you advised with regard to the results of the study.

Parking at Harpers Ferry

Question: Please describe the parking problems encountered at Harpers Ferry. What is the status of the plan to build parking facilities for 1,550 cars and a visitor center on Cavalier Heights with a park access road from Cavalier Heights to Shenandoah Street in the lower town?

How much would be needed to complete the planning and design of these facilities?

Answer: On a peak day over two-thirds of visitors park their vehicles outside of designated areas. This damages fragile historic and natural resources, and blocks fire and emergency equipment to the lower town. Park roads become congested and nearby residential areas are disturbed by vehicles and pedestrians. On these days the parking areas must be closed due to overcrowding. The sight distance approaching the park entrance is limited due to poor visibility and contributes to hazards for visitors entering or leaving the park.

The comprehensive design to build parking facilities for 1,550 vehicles, a visitor contact station, and a park access road to lower town is currently underway with completion scheduled for August 1981.

$272,000 are needed to complete the planning and design for this project.

Proposed Conservation Laboratory and Shop Building at Harpers Ferry Center

Question: The Harpers Ferry Center produces informational, films, exhibits, and publications for the National Park Service. The Center is also responsible for the Park Service historic furnishings, and protection of valuable American artifacts.

The Center's staff currently occupy 12 facilities over a 7 mile area, in and around Harpers Ferry. These buildings include former churches, schools, and even a bomb shelter. One of these buildings is the Shipley School building, built in 1912. This old, deteriorating building has major security, fire, safety and structural problems. The building is in such bad shape that GSA condemned the building in January 1979, and the employees were temporarily evacuted to other work sites. The employees were allowed to return 7 weeks later, only after emergency and temporary supports were put in place. This dangerously deteriorated building houses specialized laboratories where professional conservators preserve or restore rare weapons, paintings, and other historic American artifacts. Some of the objects treated there are valued up to $500,000, for example, George Washington's Valley Forge tent, Chief Joseph's coat, and John Wilkes Booth's pistol. At any one time, the former school contains about $3,000,000 worth of historical objects, many irreplaceable.

What is the status of the plan to build a preservation laboratory, shop and office complex to consolidate some of these functions which are now housed in scattered sites?

How much would be needed to complete the design for construction of the complex?

Answer: The need to fund projects to take care of visitor safety and other needs of the Service, has made it uncertain as to when the final design and construction of the Interpretative Center could be scheduled in the total NPS program. In an effort to get a suitable facility developed as soon as possible, the National Park Service has initiated discussions with the General Services Administration to see if they can use their resources to secure or have constructed an appropriate facility for use by the Service. In the interim we have ceased any further work on this project.

$1,073,000 would complete design for this project.

Land Acquisition at New River Gorge National River

Question: Under the previous Administration, there were plans to acquire $1.5 million worth of land in fiscal year 1981 and $8.2 million worth of land in fiscal year 1982 at New River Gorge National River. The new Administration has declared a moratorium on land acquisition. A moratorium on land acquisition may, perhaps, make sense in some parts of the country where the Federal government owns vast tracts of land. However, I think this policy makes much less sense in the case of those states where the Federal government does not own these vast tracts. In the case of New River Gorge, what will happen to the people who want to sell and get out? Are they not, in effect, having a mill stone tied around their necks, because as a practical matter they cannot sell to anyone else but the Federal government and the Federal government is not in the market at the present time. What happens to these individuals? Are there any workable contingency plans to deal with this?

Answer: The moratorium on Federal land purchases was imposed as part of the President's program to bring the budget under control and to provide an opportunity for a thorough policy review of land acquisition needs and authorizations.

Private property owners within units of the Park System are free to sell their land to whomever they wish. Since the Service is by law required to pay fair market value for land that is acquired, all persons can be assured that they will not suffer any economic loss if it is decided that their land should be acquired after the review is completed.

Emergency and Hardship Cases

Question: What is the criteria for an emergency? Is there anything to substantiate that $45 million will be adequate to cover these so-called emergency and hardship cases inasmuch as the $45 million will be divided among 4 agencies--the Park Service, the Forest Service, the Fish and Wildlife Service, and the Bureau of Land Management?

Answer: The criteria for an emergency is current action or imminent threat of such action that would cause irreparable harm to the scenic, natural, or historic resources within the boundaries of a unit of the National Park System. While it is impossible to predict with certainty the outcome of pending litigations based on the best historic information available, $45 million budgeted by the Administration in fiscal year 1982 appears to be sufficient.

Park Service Travel Budget

Question: A draft report from the Office of Management and Budget (OMB) indicates that Park Service employees made 39,996 trips in fiscal year 1979, the latest year for which these statistics are available. This averages our to 160 Park Service employees embarking upon a trip every working day of the year. Another budget document published by OMB indicates the Service spent $11,720,000 on travel in fiscal year 1979. The January 1981, budget includes $15,332,000 for travel at the Park Service for fiscal year 1982, or a 31 percent increase over the fiscal year 1979 level of $11,720,000.

In fiscal year 1979, the Service sponsored travel of 4,242 employees to "information meetings."

Another 10,302 trips were for "training attendance." This represented 25.75 percent of all trips by Park Service employees and is more than twice as high as the 11.55 figure for the Federal Government as a whole.

Another 4,848 trips were for "conference attendance."

"Site visits" accounted for 10,302 trips. An occasional site visit can sometimes be very helpful -- but 10,302 site visits in one year?

What is the Park Service doing to improve in this area?

What kind of improvement can we expect to see by next year?

Answer: We believe the figures used by the Office of Management and Budget were developed on the basis of a small sampling of travel vouchers. The number of trips attributed to the National Park Service are in our opinion highly overstated. We estimated fiscal 1979 travel cost by category as follows:

Attendance at conferences	1%
Training	20%
Informational meetings	14%
Site visits	25%
Relocations	2%
Other travel	38%
	100%

The last item in the list is mostly the rental cost of GSA vehicles used by park staff for road patrols, campground patrols and visitor safety. The training percentage may be high, however, the Service has a significant amount of mandated training such as law enforcement for park rangers, water and sewerage treatment plant operators and basic ranger training.

The National Park Service is aware of the high cost of travel and has implemented several actions in an attempt to hold these costs to a minimum. These action include:

1. Travel ceilings have been imposed on all National Park Service managers.

2. NPS directed that attendance at proposed conferences be kept to a minimum to accomplish the purpose of the conference. Where possible, conferences are to be consolidated or made multi-purpose, and to be held in Government-owned or leased facilities. Conferences to be scheduled for the city where largest number of attendees are located. To the extent possible, only one employee is allowed to attend conferences.

3. NPS travel offices are to take advantage of reduced air fares whenever possible.

4. Use of telephones to a greater extent has been encouraged.

5. On one day out-of-town trips, where possible, travellers are to start later in the morning and end earlier in the day to accomplish travel in the same day.

6. Where possible, training classes have been changed to be conducted closer to the greatest number of trainees thus reducing long distance travel costs.

There are, however, several factors that affect travel costs that are beyond the control of the National Park Service. These include:

Increases in air line fares.

Increases in GSA car rental rates.

Increases in the established per diem rates.

Travel associated with uncontrollable emergencies such as; emergency forest fires, emergency law and order incidents, search and rescue operations, etc.

Travel costs have increased commensurate with recent expansion of the System, particularly in Alaska. The vastness of the new areas in Alaska and the high relocation costs to move personnel into that area are projected to have a major impact on the Service's travel budget.

The National Park Service will continue its efforts to hold down the cost of travel next year by continuing the actions already stated and by looking for new ways to affect additional savings. It must be noted, however, that the cost of even minimal travel continues to rise and therefore there most probably will not be any significant reduction to the overall travel obligation rate.

Expansion of the Redwood National Park

Question: One of the items included in this rescission request is a $25 million appropriation we passed last year for partial payment to landowners whose lands were taken in March, 1978 for expansion of the Redwood National Park. In order that we consider this item in proper perspective, I think we should understand just what is involved with this particular matter. It is true, is it not, that this matter does not involve any new program, project or purchase, but that, instead, the lands for which this $25 million was appropriated were taken as long ago as March, 1978 and that this $25 million is simply an installment payment for this taking?

Answer: The fiscal year 1981 Land and Water Conservation Fund appropriation for the National Park Service included $30 million for Redwood National Park. $25 million of this amount was for additional deposit into court for payment to the former owners whose land was taken legislatively by the 1978 Redwood expansion act.

The President's rescission for fiscal year 1981 proposed that $20 million of the $25 million appropriated for additional deposit be rescinded. Since appraisals have been completed and settlements are underway on the 15 small ownerships, $5 million is being made available for payment to these owners.

Question: Isn't it true that in the usual taking case the government must pay the landowner the full estimated value to get possession?

Didn't Congress, in directing this taking, provide that the landowners should be paid in installment amounts approximating the estimated values, so these landowners in the legislative taking would be treated similarly to landowners in takings by the Executive Branch?

If this money is not paid to the landowners aren't they in effect financing the Federal government at their expense since they have been deprived of both the use of their land and their money?

Answer: In a Declaration of Taking when the action is filed in the courts funds equalling the fair market value are deposited into the court for disbursement to the property owner.

In this Redwood National Park legislative taking, Congress did not provide the funds to pay the landowners at the time of taking. Today, $305 million has been appropriated and made available to the landowners whose property were included in the 1978 legislative taking.

The Service is sympathetic to the need to provide advance payments for the lands taken, but spending limitations and the need to bring the Nation's economy under control has limited our request for additional funds for Redwood National Park. Also, until all timber cruises and appraisals are completed, the exact value of the lands and interests taken will not be known.

Question: Is my understanding correct that when the Park expansion bill was under consideration here in 1977 and 1978, that the Park Service estimated that land acquisition costs for purposes of paying just compensation for private lands taken for the Park expansion would be $359 million?

Isn't it also true that it is conceded by even the Park Service that the original $359 million estimate is considerably below the true fair market value of the property taken?

In fact, didn't the Director of the Park Service testify before the House Committee on National Parks last month that his land acquisition experts had told him that land costs "could run anywhere from $500 million to $1 billion"?

Answer: The estimate at the time the expansion bill was under consideration in 1977 and 1978 was $359 million.

The timber cruises and appraisals of the lands and interests in land taken from the major landowners have not been completed. Until the timber cruises and appraisals are completed and the actual fair market value known, the Service has no basis to exceed the initial estimate.

Question: Is my understanding also correct that the affected landowners, none of whom chose to have the Federal government condemn their property in 1978, have not yet been paid this original $359 million estimate for just compensation, despite the fact that more than three years have passed since the taking of their properties?

Given that three years have elapsed since the landowners lost the use of their property, isn't it both unreasonable and unfair to deny them this partial payment of $25 million?

Answer: To date, $300 million has been paid to the landowners whose properties were legislatively taken in 1978. In addition, $5 million has been made available this fiscal year to pay the 15 small landowners whose properties were in the taking and for which settlements are currently underway.

It is not the policy of the Service to be unreasonable and unfair to the remaining Big Three landowners. However, they have already received substantial payments. Moreover, there is an urgent need to bring the Nation's economy under control.

Question: Doesn't the federal consitution guarantee that when the federal government takes title to and possession of someone's private property, that there immediately arises a duty on the part of the government to pay just compensation and that the duty includes prompt payment for the lands taken? In fact, doesn't the Act itself which was passed by Congress in 1978, and mandated the taking of these lands (P.L. No. 95-250), contain a provision directing that the landowners be compensated promptly?

Given that language, wouldn't the federal government be considered as having reneged upon its statutory promise if it doesn't follow through with the disbursement of this $25 million partial payment, one which the Congress appropriated only a few months ago?

Answer: When a declaration of taking is filed by the federal government, just compensation is deposited into the court for payment to the landowners. Under the legislative taking procedure for Redwood National Park funds were not available to the landowners at the time of the passage of the taking. There is a duty on the part of the government to pay just compensation, and when just compensation is known, we will seek the appropriation of funds sufficient to pay that amount.

Question: It is my understanding that, with respect to the original $359 million estimate, Congress (in S. Rep. No. 95-258) projected that the payment schedule would be as follows: $150 million in each of fiscal years 1979 and 1980 and the remaining $59 million in fiscal year 1981. Now, that payment schedule has obviously not been met. Indeed, even the appropriation of $25 million would not meet the payment promise made by the Congress when it took these lands.

Isn't the federal government required, as a matter of basic fairness, to honor its commitment, at least in part, and to immediately pay out this $25 million?

Answer: The Service expects to honor its commitment to pay the timber companies just compensation. However, as previously stated the need to bring our Nation's economy under control and curtail federal spending outweighs the need to make additional payment to the Big 3 timber companies at this time.

Question: In S. Rep. No. 96-985, 96th Cong., 2nd Sess. 1980, the report which accompanied the $25 million appropriation for the landowners affected by the Park expansion, we noted that it was in the best interest of both the landowners and the federal government that full payment of just compensation to the landowners "be provided as quickly as possible." It doesn't appear that this rescission request comports with that objective. Additionally, we noted at page 17 of that report, that the Justice Department and the Park Service were being unreasonably slow in completing the appraisal of the property -- so that final payment of the "$500 million to $1 billion" due the landowners could be made. In the face of all these facts, how can we refuse to make the $25 million interim payment?

Answer: The timber cruises and appraisals of the lands taken from the Big 3 Timber Companies involve a total of approximately 44,000 acres. With the delay in obtaining funds to start this work and the complexity of the work, the Department of Justice is moving as rapidly as possible. It is expected that the timber cruises and appraisals will be completed by December 31, 1982 and value known at that time.

Question: When these lands (viewed by Director Dickenson of the Park Service as being worth as much as $1 billion) were taken in March 1978, the former owners were immediately deprived of very valuable assets. Under our constitution, a landowner whose property has been taken is entitled to be made whole as of the date of taking. When, as here, payment is delayed, the landowners are entitled to damages for delay in payment, usually measured by an interest rate as part of their just compensation. However, it is my understanding that the highest rate used in computing delay damages awarded by the courts thus far has been a simple interest rate of 12%. Now we all know that the true harm to the landowners caused by our failure to pay full just compensation in a timely fashion is greatly in excess of damages calculated by use of the simple 12% rate. Isn't it totally unfair for the federal government to refuse to make this partial payment of $25 million now and to exacerbate the economic injuries suffered by the landowners, who, after all, did not seek to have the federal government condemn their property.

Also, by refusing to make at least this partial payment, aren't we injuring the former owners in still another fashion, by forcing them to absorb all of the costs relating to inflation occurring during the period of delay?

Answer: The owners will be paid full just compensation, including interest as set by the court, once final judgment is rendered. The Service does not believe that the landowners will be injured if an additional deposit were not made at this time.

Question: The statutory authority relied on by the President to rescind the $25 million appropriated to pay partial compensation to the landowners whose land was taken for the Redwood National Park in March 1978 is found in the Impoundment Control Act of 1974. Under Section 1402 of that Act, the President must determine "... that all or part of any budget authority will not be required to carry out the full objectives or scope of programs for which it is provided..." in order for a rescission of that budget authority to be justified. Certainly the essence of the congressional action in condemning this land is that the landowner should be paid just compensation for the value of the land without delay. Therefore, rescinding this budget item, it would be contrary to the clear amendment of the Congress and inconsistent with the "Impoundment Control Act of 1974, would it not?

Answer: The Service agrees that the owners should be paid just compensation for the value of the land without delay, but until this value is known the Service is not in a position to seek additional funds.

QUESTIONS SUBMITTED BY SENATOR MATHIAS, JR.

Shakespeare Summer Festival

Question: The Shakespeare Summer Festival founded twenty years ago has brought joy and enlightment to over 1 million people at very little cost. Twenty two productions at the Sylvan theatre have been enthusiastically received by the public and the press. This program has continued to exist because of the dedicated efforts of the Shakespeare Summer Festival organization, whose goal is to expand their work so more people will be introduced to the wonderful world of Shakespeare language and people. Last year there was an extraordinary delay in awarding the contract causing an increased cost of 20% and an inevitable loss of quality. What can be done to prevent a repetition?

I understand that, although for seventeen years the program was presented by the Shakespeare Summer Festival Organization in a cooperative agreement with the Park Service, the procedure has changed to competitive bidding. The Shakespeare Organization continues to be awarded the contract. What extra costs are incurred by the National Park Service as a result of the bidding process? What is the reason for competitive bidding and what are the advantages?

Answer: Since the inception of the Shakespeare Summer Festival 20 years ago, cooperative agreements were entered into up until 1970 at nominal Federal financial assistance for the presentation of Shakespeare plays at various park locations in and out of the Washington, D.C., area. In 1969 financial assistance was $15,000 versus $70,000 in 1971. Thereafter, Federal assistance increased to $150,000 by 1977 and was $110,000 by 1978. At about this time, changes were made in National Park Service regulations which discontinued the use of cooperative agreements for program funding. These changes followed the Federal Grant and Cooperative Agreement Act of 1977 (Public Law 95-224, dated February 3, 1978) which specified definitions for grants, cooperative agreements, and procurements for Federal agencies. It directed a uniform use of these legal instruments throughout the Federal Government. Under this law, the Shakespeare Summer Festival program fell within the procurement category. Accordingly, the National Park Service began administering the program in compliance with applicable procurement laws and regulations. Also, the National Park Service was receiving expressions of interest from other organizations seeking opportunities to provide performances under contract. As a result, a competitive request for proposals (RFP) was issued for the Shakespeare Festival in 1978 in accordance with Federal Procurement Regulations.

Since then competitive procurement contracts have been used to fund this program except for 1979 when it was cancelled.

We are unaware of any cost increases due to delay in awarding the contract in 1980, or of subsequent loss of quality in last years production by Shakespeare Summer Festival.

Bidding costs associated with this program are normal for a negotiated competitive procurement contract.

The first general policy of the Federal Procurement Regulations (41 CFR 1-1.302.1) is that "All purchases and contracts, whether by formal advertising or negotiation, shall be made on a competitive basis to the maximum practicable extent." The advantage is that the Park Service is assured of procuring its needs at the best advantage, quality, and at the lowest reasonable cost, price and other factors considered.

Question: Does this new procedure result in a better production or more service to the public?

Answer: Not necessarily; although it could because an expert panel evaluates the proposals.

Question: Has the program paved the way for Kennedy Center, Wolf Trap, etc., founded many years later?

Answer: We know of no connection with Kennedy Center and Wolf Trap.

Question: Is it true that any work of art is unique and incapable of duplication and that, therefore, it is difficult to write meaningful specifications that can be properly evaluated and that continuity of an organization promotes excellence and efficiency?

Answer: While a work of art is unique with its creation, it can and has been duplicated. Only professional continuity and sound business practice promote excellence and efficiency.

Question: Would not a cooperative agreement as used in the past result in better planning lead to better productions?

Answer: There is nothing to suggest from past experiences with a cooperative agreement that it results in better planning and better productions.

Question: Would nurturing an organization founded to perform this public service result in more and not less service to the public and more value for the taxpayer dollar?

Answer: The production of a Shakespearean play is a public service because it is free and offers an alternative to contemporary entertainment.

Question: Would it be more cost-effective to have a cooperative agreement?

Answer: Yes, it would be more cost-effective to have a cooperative agreement because of the "single-stop" procedure, which allows for a completed package without the undue expenditures of manpower associated with the selection, contractual, and negotiation process.

National Center for Therapeutic Riding

Question: Last year, the National Park Service condemned and raised the large red barn, where the National Center for Therapeutic Riding served handicapped children of the District of Columbia Public Schools and other metropolitan Washington area groups and individuals. This action forced the slashing of the program from serving 550 students to less than half that. This, in turn, led the Senate and House Interior Appropriations Committees to direct that funds be taken from the additional appropriations for 1981 National Park maintenance to deal with the rehabilitation of the Police Training barn and/or shifting that activity to another location. The Park Service, in its response, has indicated that a study is underway to determine how to best accommodate the needs of the Center. Would you please give the Subcommittee the time frame for completion of this study?

The Center has been planning to raise as much of the funds for operation and expansion of the program as possible from the private sector — especially for the expanded activity which would make the program international in scope. Lack of a facility has not only forced a reduction in the number of children accommodated by the program, but further delay in providing a facility would put a serious crimp in its fundraising efforts. It is very difficult to approach foundations, corporations and individuals without a facility in which to conduct the program. Is there any reason why the police barn could not be made available now for the children served by the program? How many persons are involved in the Police Training Program? Is there any reason why the bulk of that training could not be done outdoors, which is where all the police work takes place at present and borrow back the facility for brief periods when not being used for the children?

In the short run, the Center is speaking only to use the police training barn with modest repairs, which would go a long way towards restoration and fundraising. In the long run, the Center hopes to build a model facility. The construction of a new facility on the site of the old razed barn could be done for something in the neighborhood of $500,000. So equipped the Center feels it could handle up to 1,000 students a year in addition to training instructors. In 5 years, 5,000 students, so the capital investment for just a five year period would be about $10 a child. Amortization over a longer period would bring it down even further. Is this not the type of cost effective program that the Administration is looking to support, especially in this International Year of Disabled persons?

Answer: In 1930, the first Rock Creek Park public stable, (Edgewater Riding Academy, Inc.), was located at New Hampshire avenue and G Sts., N.W., in the vicinity of the existing John F. Kennedy Center for the Performing Arts.

In 1959, the Edgewater Riding Academy, Inc. moved under Taft Bridge to a facility built by the National Park Service for that concessioner's use. A second public stable was constructed in 1959 in Rock Creek Park by the National Park Service, at Military and Glover Roads, N.W., to be operated by Rock Creek Stables, Inc., under a concession contract.

The Taft/Edgewater stable was displaced by Metropolitan Area Transit Authority (Metro) in 1968. At its expense, Metro erected a temporary butler building stable for Edgewater's continued operations, adjacent to Rock Creek Stables, Inc. at Military and Glover Roads, N.W.

In 1972, Metro completed construction of the permanent ("red barn") replacement stable at Military and Glover Roads, for use by Edgewater Riding Academy. The U.S. Park Police moved into the "temporary" butler building stable and continues to use that structure as an indoor riding ring/training facility.

In August, 1972, the Rock Creek Stables, Inc., and Edgewater Riding Academy, Inc. concession contracts were both purchased by Rock Creek Park Horse Centre, Inc. (Robert Douglas).

In 1973, Rock Creek Park Horse Centre, Inc., began a therapeutic riding program, using grant funding from the Department of Interior and the District of Columbia Schools. The concession contract requires public trail riding and boarding operations. The therapeutic riding activity is not currently authorized by concession contract. However, the 1978 Fact Sheet issued by the Service (to consolidate two expired contracts) for a 5-year renewal concession contract with Rock Creek Park Horse Centre, Inc., required that the concessioner conduct a therapeutic riding program.

In March, 1978, assignment and acceptance documents approving the 1972 sale were executed after the concessioner remitted franchise fees and financial reports, and satisfied audit findings by the Department of Interior's Office of Audit and Investigation.

In November, 1978, the Service issued a Statement of Requirements (Fact Sheet) for a 5-year renewal. Since 1979, we have been negotiating with the sole respondent, Rock Creek Park Horse Centre, Inc., on terms of the renewal contract.

In 1979/1980, the National Park Service structural and safety surveys of the "red barn" used in the concessioner's trail riding operations, indicated hazards of a severity that required vacancy by the concessioner and removal of the structure.

In October, 1980, thirty temporary stalls and three trailers (classrooms, offices, quarters and tack room) were constructed by the National Park Service adjacent to the concessioner-operated boarding stable, so that Rock Creek Park Horse Centre, Inc., could relocate its trail riding and therapeutic instruction activities to a safe structure prior to removal of the "red barn". The Service removed the "red barn" in January 1981.

The National Therapeutic Riding Center, established by Robert Douglas in late 1980 for purposes of raising funds to support continuing instruction of the handicapped, has told us of its interest in increasing its enrollment by having an indoor facility available for year-round use. We were made aware of the Center's desire to use facilities currently occupied by the Park Police as an indoor riding ring/training facility.

In April 1980 the NPS initiated a comprehensive study of U.S. Park Police support facility needs throughout the National Capital Region. Attention is being given to the desires of the National Therapeutic Riding Center as we understand that the availability of an indoor riding ring will enable the Center to increase its enrollment by offering year-round instruction. We are assessing the needs of the Park Police, the concessioner, and the desires of the Center by evaluating economic and resource alternatives. One of the options being given serious consideration is to relocate the present police horse training function to Edgewater stables. This relocation, however, cannot be accomplished until building rehabilitation is completed. We are presently analyzing all alternatives and priorities. However, no funds are available at this time.

The primary reason that the police barn is not available for the Therapeutic Riding Program is a lack of stable space for the U.S. Park Police. Although there are some days when the Park Police are not training, the ring must then be used as an exercise area for their horses. There are 55 horse mounted officers involved in the police training program and approximately 70 horses that require refresher training. Training of police horses in open and public areas would create an unsafe and uncontrollable environment. This type of training involves the use of firearms, explosives, fire and simulated crowd confrontations which is necessary to ensure that a police horse does not bolt, kick or rear in a crowd of people causing serious injury. There is a natural instinct in a horse to act defensively when suddenly startled as often happens around large crowds. To ensure the safe use of police horses in dense visitor use areas they must be exposed frequently to this type of training in a controlled indoor environment.

At this point in time, we endorse the Center's fundraising efforts to the extent that such monies might be applied to an expansion of the program and construction of a model facility.

QUESTIONS SUBMITTED BY SENATOR LEAHY

Park "Hit List"

Question: Recent newspaper articles have reported a "hit list" that is being prepared at the request of Secretary Watt to determine if certain parks should be deauthorized or turned over to state or local control.

a) Are these articles accurate? If not, please explain. If the purpose of the list is not to identify unnecessary or unsuitable parks, then what is the purpose?

b) If, at a future date, action is taken to turn a number of parks to State or local control, what criteria would be used to select these parks?

c) If, at a future date, the Secretary seeks to deauthorize certain parks, would you expect this to affect only parks which have received Congressional authorization, but for which no obligation has been made? Could this include parks which are already in existence or for which substantial amounts of land have been acquired?

Answer: There is no "hit list" of National Park System areas proposed for deauthorization, and there are no plans to develop such a list.

Heritage Conservation and Recreation Service

Question: It is my understanding that the programs currently administered by the Heritage Conservation and Recreation Service (HCRS) will be transferred to the Park Service.

a) Will the Service assume responsibility for all the programs under HCRS? How does the Service plan to accommodate these administrative responsibilities?

Answer: Effective May 31, 1981, the HCRS will be abolished as a separate entity. The NPS will assume responsibility for all programs under the HCRS except for the following which will be terminated:

Federal Interagency Coordination
Water Resources
Policy, Planning and Evaluation for Cultural Programs

Administrative responsibilities will be accommodated by establishing in NPS organizational responsibility for the programs conducted by HCRS. HCRS regional offices will be consolidated with NPS regional offices which are located in the same cities. There are two exceptions. HCRS has regional offices in Albuquerque, New Mexico, and Ann Arbor, Michigan, while NPS regional offices are in Santa Fe, New Mexico, and Omaha, Nebraska. HCRS field personnel will perform their functions out of the NPS regional offices.

Question: Will the Park Service assume administration of Historic Preservation policy and evaluation, tax certification, audits of past grants, Section 4(f), and other activities that are mandated by law? Have specific funds been requested for this?

Answer: The National Park Service has assumed full responsibility for administration of the historic preservation programs that were previously administered by the Heritage Conservation and Recreation Service. We are now conducting all of the policy, evaluation, tax certification, and grants administration functions that were being performed.

It will not be possible at the present time to implement all of the programs authorized in the National Historic Preservation Act Amendment of 1980. The Service will develop the regulations, criteria, and standards that are required by law, and will initiate the process of establishing boundaries for National Historic Landmark Districts that have no boundaries. The Service will adhere to the requirements of section 110(f) to avoid or minimize harm by any of our undertakings to any National Historic Landmark. On the other hand, funds have not been requested to provide direct grants for certain projects, to conduct an insured loan program, to implement an awards program, to conduct an origin, to review the operation of the Historic Preservation Fund, nor to conduct a study on the intangible elements of our cultural heritage.

Land Acquisition

Question: Land exchange has been mentioned as an alternative to Federal land acquisition, given the proposed moratorium of the latter. Could you explain how this corresponds to the Administration's commitment to return decision making to the States to allow more flexibility and responsiveness to local needs? Could you explain how this might work in Vermont and other Eastern States where there is relatively little public land?

Answer: The use of land exchange would be considered as an alternative to Federal land acquisition only within the boundaries of units authorized as part of a Federal system. It is recognized that in Vermont and other Eastern States exchange opportunities might be non-existent due to limited Federal holdings available for such purposes.

Appalachian Trail

Question: The Appalachian Trail enjoys strong public and political support. As you know, it is an important source of recreation in the East, and it is located within a day's drive of half the nation's population. After careful and lengthy negotiation with the landowners, at least 90 percent of planning for the Trail corridor has been completed and these lands are now ready for acquisition. (In fiscal 1980, only $12 of available funds were not obligated.) In addition, there is virtually no maintenance cost to the government, since local groups assume these responsibilities once the land has been purchased. In many cases, important sections of the Trail have been purchased, but will remain isolated and useless unless subsequent neighboring tracts can also be purchased.

a) Given these differences from other federal land purchases, why was the Appalachian Trail included in the general land acquisition moratorium?

b) How would you envision land exchanges working in states like Vermont, where the Park Service owns no land other than that purchased for the Trail?

Answer: All areas within the National Park System were included in the moratorium on the purchase of lands in order to provide an opportunity for a thorough policy review of land acquisition needs and authorizations for those projects funded by the Land and Water Conservation Fund.

Under existing law, only lands within the same State under the jurisdiction of the Secretary of the Interior can be exchanged. It is recognized that some States will have more of an opportunity to acquire land by exchange than other States and because of the limited Federal holdings in Vermont under the jurisdiction of the Secretary of the Interior opportunities for exchange would probably be nonexistant.

QUESTIONS SUBMITTED BY SENATOR DECONCINI

Grand Canyon National Park

Question: It is my understanding that the entire water distribution system at the Grand Canyon National Park is in a bad state of disrepair and deteriorating daily. What activities do you estimate could be initiated in FY 82 to resolve this situation and at what costs? Will the FY 82 budget request for the Park Service be sufficient to cover this expense?

Answer: The following projects have been identified as the most critical portions of the South Rim water system that requires replacement, improvement and/or rehabilitation and are not necessarily in priority order.

Additional Storage Capacity
Replace 2-½ miles of pipeline (3,200 feet vertical lift) from Indian Gardens to South Rim
Increase Indian Garden Pump capacity
Cathodic protection for transcanyon waterline
Modify Roaring Springs pumphouse
Repair and/or replace most critical portion of distribution system

The total for these projects is estimated to exceed $10 million for construction. An additional $39 million for construction could be required if studies indicate all of the distribution system has to be replaced and/or repaired.

In fiscal 1982 funding is required to initiate advance planning (studies, surveys and comprehensive design) on the most critical sections. The Service intends to fund this project within the $5.0 million requested in our fiscal 1982 construction budget, for advance planning. No additional funds are required in fiscal 1982.

Question: The concessionaires operating businesses on the South Rim have expressed a real worry about the consequences if the system failed in the near future. What would you say are the prospects for an immediate threat?

Answer: Age, placement and condition of water and adjacent sewer lines in the South Rim area could result in serious potable water contamination at any time. Random but predictable rock falls/mud slides/flash floods can and do result in breaks in the single transcanyon water supply line. The extent and location of waterline breaks determine the seriousness of the threat to the South Rim area; for example, at the peak of the visitor season water storage capacity on the South Rim could be exhausted in less than 15 days, and fire fighting capability in less than 10 days.

Rail Service

Question: Public officials and private interests in Arizona have been for some time attempting to establish scenic rail passenger service from the City of Williams to the Grand Canyon and back. The service would be self-supporting once initial funds to acquire capital equipment have been secured and would provide transportation for tourists in and out of the Canyon. How does the Park Service feel about a cooperative proposal of this nature and do you have existing authority for such a venture?

Answer: The National Park Service endorses the concept of rail service to Grand Canyon Village in Grand Canyon National Park if it is historically, esthetically, and environmentally compatible with the mission of the park. A cooperative agreement could be developed to assure that these criteria are satisfied. We do not believe, however, the National Park Service should be involved in the financing of this venture, which for the most part is outside the park's boundaries; rather, we believe such a project better falls within the role of the private sector than that of the Federal Government. The National Park Service will not have legal authority after fiscal 1981 to fund out of park transportation services.

Oak Creek Canyon -- Red Rock Area

Question: The Park Service conducted a study on the Oak Creek Canyon-Red Rock area on the possibility of recommending Monument status for this area. What is the status of the Park Service recommendation?

Answer: The National Park Service was directed to study this area of Arizona by section 605(a) of Public Law 95-625, the National Parks and Recreation Act of 1978. The study of alternative means of protecting the area was completed in October of 1979. The study area is comprised of 73,342 acres of public lands administered by the Forest Service and 1,371 acres of private lands. The study concludes that the area contains exceptional values and qualities that illustrate and interpret the geological and ecological themes of our Nation and meets the test of national significance.

The Secretary of the Interior's 1980 Annual Report to Congress on areas of national significance with potential for inclusion in the National Park System included the Secret Mountain/Red Canyon alternative study. Because the area is administered by the U.S. Forest Service and recommended as RARE II wilderness lands, there has been no further recommendation for inclusion in the National Park System.

Colorado River Management Plan

Question: The Colorado River Management Plan has been altered to allow the continued use of motorized craft on the river. How is the plan progressing and do you see any need for further changes? Have the river runners been amenable to the proposed changes so far?

Answer: The plan is on the schedule that was reviewed with staff members of the Arizona congressional delegation on January 6, 1981. This anticipates the completion of the plan by November 1981.

Insofar as further changes are needed, this will be addressed during the consideration of the various options of the plan. The plan is proceeding with options for motor and oar use periods. There are several alternatives for presentation to the public of periods of oar-only use during a portion of the calendar year. These alternatives range from a period of 6 weeks to 6 months for oars only, leaving the balance of the year for an option of motors or oars. Generally, the changes have been acceptable in terms of the allocations of motor/oar use and the launching schedule. There has been some concern expressed by some operators (the smaller rowing companies) over the total amount of visitor use days, even though all 15 of the small operators have received appreciable increases in their visitor use day allotment over their historic use.

QUESTIONS SUBMITTED BY SENATOR HUDDLESTON

Cumberland Gap Tunnel

Question: Route US 25E is a major transportation corridor through the Cumberland Gap National Historical Park serving over 15,000 vehicles a day, of which about 20 percent are trucks. Existing US 25E through the Gap is a 2-lane highway; however, current engineering highway standards for this level of traffic indicates that a 4-lane facility is essential. The entire 100-mile length of US 25E from its connection with I-75 at Corbin, Kentucky to its connection with I-81 at Morristown, Tennessee either exists as 4-lanes or is under construction as a 4-lane facility, with the only exception being the 2.7 miles through the Cumberland Gap National Historical Park. A number of alternatives have been studied over the past 25 years for highway improvements and a proposal was finally adopted in the National Park Service's (NPS) Final Environmental Impact Statement approved September 27, 1977. The proposal was subsequently supported by the NPS during the FY 1980 Interior Budget Hearings and is understood to be an integral part of the 1979 National Park Service's General Management Plan (Master Plan) for the park. Essentially, the proposal calls for the construction of a 4-lane twin-bore tunnel and relocation of US 25E through the tunnel, just south of the Gap.

Is the desire, expressed in your General Management Plan, to restore and recreate the wilderness appearance of the Gap, still a valid goal of the National Park Service, and if it is, is the twin-bore tunnel alternative still considered the best solution to replace the inadequate highway facility as well as comply with other NPS Management objectives for the Park? More specifically, would improving US 25E to a 4-lane facility on its existing location destroy the historical and natural significance of the Gap, or for that matter, the purpose of the Cumberland Gap National Historical Park?

Answer: While it is still the goal of the National Park Service to restore and recreate the wilderness appearance of the Gap, within today's economic constraints, the limited construction dollars have been going primarily toward correcting high priority water and sewer systems and other health and safety deficiencies in the parks. A tunnel through the park would remove a heavy traffic load from the Gap. Widening and improving US 25E on its existing right-of-way would have a serious impact on the Gap. Vegetation would have to be removed and large road cut and fill scars would be created. Some historic sites related to military use of the Gap and remanents of the historic trails and roads through the Gap would be lost.

Question: It has been stated in several NPS documents including the Environmental Impact Statement and the 1980 Budget Hearing Briefing Paper that the accident rate was very high on the existing US 25E through the Gap and that it would continue to rise if no action was taken. It has also been stated that delay or postponement in the implementation of this highway improvement would prolong the serious safety situation that exists. Previous records by the Kentucky Department of Transportation show that from 1967 through 1978 there were 239 accidents and 19 fatalities which occurred on US 25E through the Gap. Three of these accidents occurred within one week in August 1975. We are also aware that Virginia State Senator Wheeler was killed in an accident in 1979, and in February of this year a Middlesboro resident and his wife's unborn child were also killed in an accident. Do you believe that the existing route through the Gap continues to be hazardous and that something should be done to increase the safety of the highway?

Answer: The average daily traffic count through the Gap is in excess of 15,000 vehicles per day. The fatality rate according to State Highway Department of Virginia, Kentucky, and Tennessee is higher than average for this type of road. A tunnel through the mountain at the proposed location would, no doubt, help to reduce the accident rate.

Question: The cost of completing the tunnel and relocation of US 25E increases everyday that there are delays. Highway construction costs are currently increasing at the rate of 10 to 20 percent a year. The net result is that the cost of this project could double in about 5 years at the current rate of inflation. What is your current schedule and cost estimate for construction of the tunnel and relocation of US 25E, if funds were made available?

Answer: The schedule prepared in October of 1980 estimates completion of the tunnel and relocating US 25E in 1988. The projected estimate for the total project is $150 million.

Question: Would you please comment on any specific problems or controversies with funding restrictions or other obstacles which could prevent the National Park Service from a timely execution of the design and construction of the Cumberland Gap Project, including the twin-bore tunnel and the relocation of US 25E?

Answer: The Office of Management and Budget in 1977 directed the National Park Service to assume budgetary responsibility and to request funds from the Highway Trust Fund for the project. The Service has received funds and begun engineering work. Economic constraints have not made it possible to secure funding levels necessary to carry out the construction phases of the work and at the same time accomplish other high priority Park Service projects.

QUESTIONS SUBMITTED BY SENATOR GARN

Bryce Canyon National Park

Question: The region surrounding the national parks of Southern Utah is an economically depressed area. Opportunities for economic growth and activity have been severely hampered by restraints associated with the presence of the parks in the region. As a means of addressing the need for economic expansion in this area, I requested that the Park Service study the costs and benefits associated with a proposal to provide for snow removal on Bryce Canyon National Park's roads in the winter, which could conceivably expand tourism and associated economic activity in the Park significantly. This study has been completed and a copy of the results were delivered to my office April 29, 1981. The study projects a benefit-cost ration of at least 2:1 for providing snow removal capability to Bryce Canyon National Park.

Based on this economic background and the results of the Park Service study, I intend to offer an amendment to the FY 1982 Interior and Related Agencies Appropriations bill, in the form of report or bill language, which would earmark funds to be spent providing Bryce Canyon National Park with snow removal capability. This would earmark funds transferred to NPS from the Land and Water Conservation Fund, an amount now proposed to be $105 million. Please provide for the record a capability statement for this proposed amendment and bill or report language which the Park Service would find appropriate to implement the amendment.

Answer: The information follows:

DEPARTMENT OF THE INTERIOR

Agency/Bureau: National Park Service

Fiscal Year: 1982

Appropriation: Operation of the National Park System

Activity: Park Management

Proposed Amendment: +$267,000 to purchase equipment and fund annual recurring maintenance to keep 15 miles of road to Rainbow Point in Bryce Canyon National Park open and clear during September-May.

Current Program: Bryce Canyon is not currently staffed or funded to provide for opening all roads during winter months.

Amount Budgeted in FY 1982: $755,600 are proposed for park management and operations. None for snow removal on 15 miles of road to Rainbow Point.

Feasibility: Presently, not all of the park's roads and overlooks are accessible to the general public in winter months due to heavy snow accumulation. If proposal is approved, 15 miles of road from the main developed area to Rainbow Point would be available to visitors on a year-round basis. Present winter visitor use of the park is 50,000 to 55,000 and it is estimated that 35 percent or about 18,000 visitors would double their length of stay.

Increase would provide labor and equipment required to keep roads open all year and maintain roadsides, viewpoints, and trails on a continuing basis.

Capability: The proposal for purchase of rotary snow blower and associated recurring annualized maintenance and operation costs cannot be supported under Bryce Canyon's current base funding and position levels. The following increases will be required to support subject proposal:

One Time Cost	Amount
Purchase of rotary snow plow	$125,000
Recurring Cost	
Maintenance (seal coat, asphalt cold mix, posts and signs, etc.)	100,800
Ranger Services	5,900
Snow removal (fuel, depreciation, sanding, etc.)	33,000
Trail snow removal	2,500
Total recurring costs	142,200
Total Costs	267,200

Outlay Effect: FY 1982 - $267,000

Proposal made by: Senator Jake Garn

SUBCOMMITTEE RECESS

Senator McCLURE. The subcommittee will stand in recess until 9 a.m., May 6, when we will consider the budget request of the Geological Survey and receive testimony from congressional witnesses.

[Whereupon, at 11:33 a.m., Thursday, April 30, the subcommittee was recessed, to reconvene at 9 a.m., Wednesday, May 6.]

LIST OF WITNESSES, COMMUNICATIONS, AND PREPARED STATEMENTS

Page
Anderson, Leon H., Staff Director, Human Resource Programs, Forest Service, Department of Agriculture ... 19
Andrews, Hon. Mark, U.S. Senator from North Dakota, questions submitted by ... 296

Barnes, W. Anderson, Executive Director, Pennsylvania Avenue Development Corporation ... 1
Beasley, J. Lamar, Deputy Chief, Programs and Legislation, Forest Service, Department of Agriculture ... 19
Berry, Max N., Chairman, Pennsylvania Avenue Development Corporation ... 1
  Prepared statement ... 1
Bettenberg, William D., Director of Budget, Interior Department Budget Office, Department of the Interior ... 211, 707
Biddle, Livingston L., Jr., Chairman, National Endowment for the Arts ... 485
  Prepared statement ... 486
Bowers, Rowland T., Acting Associate Director for Recreation Programs, Heritage Conservation and Recreation Service, Department of the Interior ... 211
Bradley, Samuel M., Acting Assistant Administrator for Energy Contingency Planning, Environmental Protection, Safety, and Emergency Preparedness, Department of Energy ... 423
  Biography of ... 441
  Prepared statement ... 440
Buckman, Robert E., Deputy Chief, Research, Forest Service, Department of Agriculture ... 19
Burdick, Hon. Quentin N., U.S. Senator from North Dakota, questions submitted by ... 296
Burdick, Hon. Quentin, questions ... 420
Byrd, Hon. Robert C., U.S. Senator from West Virginia, questions submitted by ... 120, 197, 290, 480, 890

Cardwell, Larry D., Chief, Division of Budget and Finance, Heritage Conservation and Recreation Service, Department of the Interior ... 211
Chiles, Hon. Lawton, U.S. Senator from Florida, questions submitted by ... 291
Chiogioji, Dr. Melvin, Deputy Assistant Secretary for State and Local Assistance Programs, Department of Energy ... 617
  Biography of ... 629
Cook, Peter, Deputy Federal Inspector/Washington, D.C., Office of the Federal Inspector, Alaska Natural Gas Transportation System ... 141
  Biography of ... 149
Crowell, John, Assistant Secretary, Department of Natural Resources, Department of Agriculture ... 19

DeConcini, Hon. Dennis, U.S. Senator from Arizona, questions submitted by ... 414, 683, 904
DeGeorge, Frank, Acting Assistant Secretary for Conservation and Renewable Energy, Department of Energy ... 617
  Biography of ... 628
  Prepared statement ... 619

Page
Dickenson, Russell E., Director, National Park Service, Department of the Interior 211, 707
  Prepared statement 709
Duffey, Joseph D., Chairman, National Endowment for the Humanities 573
  Prepared statement 573

Edmondson, Aaron D., Director, Office of Budget, Department of Energy 171
Edwards, James B., Secretary, Department of Energy 171
  Biography of 178
  Prepared statement 172
Exendine, Dr. Joseph N., Deputy Director, Indian Health Services, Department of Health and Human Services 345

Garn, Hon. Jake, U.S. Senator from Utah, questions submitted by 908
Garrett, Nancy C., Associate Director, National Park Service, Department of the Interior 707
Gilmore, Capt. Gordon R., Director, Office of Naval Petroleum and Oil Shale Reserves Program, Environmental Protection, Safety, and Emergency Preparedness, Department of Energy 423
  Biography of 437
  Prepared statement 436

Haley, Ms. Emily, Director, Office of Financial Management, Health Services Administration, Department of Health and Human Services 345
Harris, F. David, Assistant Director, Finance, Pennsylvania Avenue Development Corporation 1
Hatfield, Hon. Mark O., U.S. Senator from Oregon, questions submitted by 126
House, Barton R., Acting Assistant Secretary, Environmental Protection, Safety, and Emergency Preparedness, Department of Energy 423
  Biography of 425
  Prepared statement 424
Housley, Raymond M., Deputy Chief, National Forest System, Forest Service, Department of Agriculture 19
Huddleston, Hon. Walter D., U.S. Senator from Kentucky, questions submitted by 906
Hutchison, Ira J., Deputy Director, National Park Service, Department of the Interior 707

Johnson, Dr. Emery A., Director, Indian Health Services, Department of Health and Human Services 345
  Prepared statement 346
Johnston, Hon. J. Bennett, U.S. Senator from Louisiana, questions submitted by 301
Jones, Harry A., Deputy Assistant Secretary for Strategic Petroleum Reserve, Environmental Protection, Safety, and Emergency Preparedness, Department of Energy 423
  Biography of 433
  Prepared statement 428

Leahy, Hon. Patrick J., U.S. Senator from Vermont, questions submitted by 132, 200, 297, 902
Leisz, Douglas R., Associate Chief, Forest Service, Department of Agriculture 19
Linden, Albert H., Jr., Acting Administrator, Energy Information Administration, Department of Energy 617, 687
  Biography of 693
  Prepared statement 688
Litzenburg, Thomas V., Jr., Assistant Chairman, National Endowment for the Humanities 573
Lyng, Richard E., Deputy Secretary, Forest Service, Department of Agriculture 19
  Prepared statement 20

Page

Marshall, Geoffrey, Acting Deputy Chairman for Programs, National Endowment for the Humanities ... 573

Mathews, Amos, Deputy Federal Inspector/Alaska, Office of the Federal Inspector, Alaska Natural Gas Transportation System ... 141
  Biography of ... 149

Mathias, Hon. Charles McC., Jr., U.S. Senator from Maryland, questions submitted by ... 897

McClure, Hon. James A., U.S. Senator from Idaho, questions submitted by ... 123, 670

Miles, Jerome A., Deputy Chief, Administration, Forest Service, Department of Agriculture ... 19

Moore, Donald A., Deputy Chairman, Policy and Planning, National Endowment for the Arts ... 485

Peterson, R. Max, Chief, Forest Service, Department of Agriculture ... 19
  Letter from ... 42
  Prepared statement ... 21

Putsch, Henry, Executive Director, Office for Partnership, National Endowment for the Arts ... 485

Regan, Thomas J., Director of Operations, Pennsylvania Avenue Development Corporation ... 1

Rhett, John T., Federal Inspector, Office of the Federal Inspector, Alaska Natural Gas Transportation System ... 141
  Biography of ... 148
  Prepared statement ... 142

Rice, William L., Staff Director, Program Development and Budget, Forest Service, Department of Agriculture ... 19

Ritsch, Robert A., Acting Director, Heritage Conservation and Recreation Service, Department of the Interior ... 211
  Prepared statement ... 216

Roach, Milburn H., Acting Chief, Financial Management Branch, Indian Health Services, Department of Health and Human Services ... 345

Rogers, Jerry L., Acting Associate Director for Cultural Programs, Heritage Conservation and Recreation Service, Department of the Interior ... 211

Roget, Einar L., Deputy Chief, State and Private Forestry, Forest Service, Department of Agriculture ... 19

Romatowski, Raymond G., Acting Under Secretary, Department of Energy ... 171

San Martin, Dr. Robert L., Deputy Assistant Secretary for Renewable Energy, Department of Energy ... 617
  Biography of ... 630

Sasser, Hon. Jim, U.S. Senator from Tennessee, questions submitted by ... 207

Savitz, Dr. Maxine, Deputy Assistant Secretary for Conservation and Renewable Energy, Department of Energy ... 617
  Biography of ... 629

Shaeffer, Bruce, Deputy Chief, Budget Division, Department of the Interior ... 707

Sherman, Robert L., Deputy Director, Budget and Legislative Systems, Forest Service, Department of Agriculture ... 19

Stevens, Hon. Ted., U.S. Senator from Alaska, questions submitted by ... 163, 613

Tashdinian, Armen, Director, Office of Planning and Policy Assessment, National Endowment for the Humanities ... 573

Tighe, Mary Ann, Deputy Chairman, Programs, National Endowment for the Arts ... 485

Trent, James M., Assistant Director, Financial Management, Office of the Federal Inspector, Alaska Natural Gas Transportation System ... 141
  Biography of ... 149

Whitelaw, John, Deputy Chairman for Management, National Endowment for the Humanities ... 573

Wormser, Ms. Ellen F., Director, Division of Health Budget Analysis, Office of the Secretary, Department of Health and Human Services ... 345

SUBJECT INDEX

ALASKA NATURAL GAS TRANSPORTATION SYSTEM

Page

ADP requirements 156
Additional committee questions 159
Alaskan:
  Construction schedule 151
  Personnel, recruitment of 154
Budget:
  Projections 154
  Request, fiscal year 1982 152
Citizens' Environmental Advisory Committee 156
  Budget, fiscal year 1982 committee 157
  Executive direction and administration 157
  Major program components 157
Fairbanks housing market 155
Financing issues 151
Gas conditioning plant and financing, status of 153
Introduction of associates 150
Major project issues 152
Prebuild construction 150

DEPARTMENT OF AGRICULTURE

Forest Service

Additional committee questions 91
Animal damage control techniques 71
Appropriation, 1981 19
Budget request 19, 21
Economic evaluation and survey work 72
  Allowance for inflation 72
Forest incentives program followup 73
  Incentives 80
Forest Service research program 66
Herbicides research 70
Housing starts 84
Introduction of associates 20, 24
Knudsen-Vandenberg (K-V) collections 86
Long-term assessment and renewable resources 32
Mount St. Helens 87
Rare II lands, harvesting of 87
Reforestation:
  Rates 81
  Tax credit, regulations on 80
Reliability of information 39
Research budget, complete projects in 66
Research initiatives, 1982 67

Page
Road construction 61
  And maintenance 40
  Research 67
    Forestry intensified research 69
    Reduction in program, effect of 69
Road:
  Closures 63
  Costs, 1981 and 1982 41
  Policy 45
  Standards, response to letter relating to removal of 63
Rural fire protection 81
  Control 82
Service, accomplishments of 23
Spur road designation, dollar savings resulting from 61
Timber:
  Harvest level 83
  Production nonindustrial private lands 72
  Receipts 85
Wild horses and burros, research on 71

DEPARTMENT OF ENERGY

Additional committee questions 195, 670
Alcohol fuels program 182
Alcohol, increased production of 183
Appliance standards and labeling 634
Appropriation, 1981 617
Automotive use, fuel cells for 652
Battery:
  Performance 653
  Problems 654
  Testing 652
Budget:
  Overview 180
  Request 631, 617
Building:
  Conservation 646
  Energy sciences budget 633
  Systems 632
Chairman's opening remarks 181
Commercialization, grants in 660
Compliance program 186
Conservation:
  Budget 659
  Need for 663
Dissemination of information 643
Electric motor, solid-state 657
Electric vehicles 667
  Low temperature impacts on 653
  Solid-state devices for 656
Energy consumption and cost, standardized test procedures for 634
Federal energy management program 644
Formula distribution 666
Fuels conversion program 187
Funding of projects 662
Gasohol tests 654
Gasoline rationing 191
  Contingency planning 192
Heat engine work 642

Page
High risk elements of technological change 650
Information and technology 644
Information technology accounts 644
Introduction of associates 179, 631
Inventions, energy-related 660
Methanol and ethanol 655
NASA, reimbursable programs at 639
Radioactive waste storage 190
Recovering materials from wastes and producing energy 667
Regulatory conservation programs 669
Research and technology development 638
State and local grant programs 188
State energy office activities 659
Strategic petroleum reserve, financing for the 185
    Oil acquisition for 185
Summary statement 179
Utility company conservation programs 643
Weatherization 658
    Block grant 664

ENERGY INFORMATION ADMINISTRATION

Additional committee questions 700
Appropriation, 1981 687
Budget request, 1982 687
Contract work 695
Contractors, use of 695
Energy emergency management information system 696
Information validation 698
State level date, collection of 696
Summary statement 694

ENVIRONMENTAL PROTECTION, SAFETY, AND EMERGENCY PREPAREDNESS

Additional committee questions 475
Appropriation, 1981 423
Budget request, 1982 423
Emergency:
    Energy contingency plan 472
    Preparedness and energy contingency planning 441
Gas rationing 471
Naval petroleum and oil shale reserves 438
    Consulting and contracting services 461
    Developed and exploratory wells 468
    Electrical:
        Requirements for 1982 459
        Usage 459
    Enhanced oil recovery pilot projects 460
    Funds appropriated to the President 456
    Negotiated or fixed fee contracts 459
    Operator's award fee 458
    Production decline at NPR-3 456
    Reconditioning roads 460
    Staffing 464
Remarks of Barton R. House 426
Strategic petroleum reserve 433
    Budget request 434
    Completion of phase I and phase II facilities 445
    Construction 434
    Consulting and contracting services 453

Strategic petroleum reserve—Continued — Page
  Domestic oil purchases 452
  Expedition of completion of phase II 447
  Fill rate 449
  Financing for 443
  Nonphase specific activity 450
  Oil acquisition projections 443
  Phase II site expansion 446
  Planning 444

DEPARTMENT OF HEALTH AND HUMAN SERVICES

INDIAN HEALTH SERVICES

Additional committee questions 398
Civil rights 377
Commissioned Corps, abolish or restructure the 392
CPI for medical care 370
Discrimination 375
Equity health care fund 382
  Distribution of 383
  Multiyear 385
  Reallocation of resources 384
IHS:
  Beneficiaries, increase in 370
  Chart series 350
  Spouse regulations 371
Indian:
  Health facilities 387
  Population, increase of 376
  Tribe programs 366
Introduction of associates 350
Lodge Grass:
  Personnel quarters 381
  Staffing 381
Medicaid/medicare reimbursements 394
Mobil health clinics and sanitation facilities 395
Mortality rates:
  Diabetes 368
  Infant 368
  Maternal 368
  Other 369
National Health Service Corps scholarship program 393
Non-Indians, eligibility of other 378
Operation and maintenance 389
Organization chart 367
Outpatient visits 367
Planning and design fund rescission 391
Program accomplishments 366
Proposed rescission 381
Sanitation:
  Facilities 389
  Supplemental for 388
Solar equipment 395
Statutory definitions 377
Urban health projects 386

DEPARTMENT OF THE INTERIOR

HERITAGE CONSERVATION AND RECREATION SERVICE

Page
- Acting Director Ritsch, opening statement of 212
- Additional committee questions 270
- Budget request 211
- Hardship cases 240
- Historic preservation fund 213
  - Obligations 265
- Land acquisition program, review of 221
- Land acquisition, further 220
- Land and Water Conservation Fund 213
  - Basis for determining amount requested for 241
  - History and use 261
- Land condemnations 242
- Legal claims, possible 264
- National park system:
  - Growth of the 221
  - Restoration and improvement of 259
- National Registers, reviewing the 267
- New initiatives 214
- Other than fee techniques 222
- Recreation and land acquisition programs, evaluation of 220
- Recreation grant and Federal land acquisition backlogs 237
- Recreation grant funds, allocation of unobligated 239
- Recreation grant program 237
- Rehabilitation and acquisition backlogs 260
- Salaries and expenses 214
- Scenic river designations 268
- State and local programs, impact on 215
- Urban park and recreation fund 213, 262
  - Grant awards announced but not yet obligated 263
- Wild and scenic rivers new draft guidelines 268

NATIONAL PARK SERVICE

- Acquisition:
  - Central and peripheral 878
  - Moratorium:
    - Federal 751
    - New 733
- Additional committee questions 879
- Air:
  - Pollution 764
  - Quality 763
- Alternative land protection techniques 736
- Appropriation, positions in the new 878
- Book maintenance 720
- Camp Hoover 859
  - History of 861
  - Rates for VIP facilities 860
- Concessionaire funds 781
- Concessionaires, profits from 871
- Concessioner expenditures on their facilities 867
- Concessions management 871
- Construction 717
  - Budget 758
- Cost estimates 759
- Design completion a factor 725

Page
HCRS programs ... 873
Health and safety category ... 724
Historic properties ... 724
  Increase in ... 718
Inflation ... 714
Interpretive services, cost of ... 761
Land and Water Conservation Fund ... 765
  Act, amendment to ... 865
Law enforcement ... 761
Maintenance:
  Expense, ratio of ... 720
  Schedule for major facilities ... 721
  Without backlog ... 723
Moratorium includes existing areas ... 875
National Park Service, growth of ... 714
New areas ... 760
Older parks, more attention to ... 716
Other VIP facilities ... 862
Park hit list ... 733
  Value of a ... 781
Park units, deauthorize ... 865
Parks:
  Concessioner involvement in ... 782
  Crime in the ... 785
  In the past, questionable criteria for ... 735
  Many existing affected ... 876
Past budgets underfunded ... 722
Positions ... 872
President's goal supported ... 715
Priority needs come first ... 718
Project-specific listing ... 752
Recreational visits ... 761
Resources management ... 762
Safety hazards, progress in eliminating ... 784
Square footage expenditure ... 719
Transfer of functions ... 735

NATIONAL ENDOWMENT FOR THE ARTS

Additional committee questions ... 512
Administrative requirements ... 499
Artists in education request ... 504
  Future support for ... 505
  Program reductions ... 505
Authorizing committees, under mandate from ... 503
Challenge grant ... 507
Evaluation and research ... 506
Federal council ... 500
  Funds, use of ... 501
  Role of ... 502
Federal design ... 509
Introduction of associates ... 490
NEA as a catalyst ... 500
Onsite visits allocation ... 496
Panel review system ... 493
Selection of panelists ... 495
Staffing pattern ... 496

Page

State:
    Activities 507
    Matching 508
    Programs 498
Treatment of applications 494

NATIONAL ENDOWMENT FOR THE HUMANITIES

Additional committee questions 602
Administrative costs 576, 599
Budget reductions and NEH mission 575
Challenge grants 598
Discontinued activities 590
Grantees, type and location of 594
Humanities, trends in support for the 591
Inflation and grant size 600
Institutions, large and small 596
Introduction of associates 574
OMB role in reduction 593
Private giving 592
Problems and priorities, understanding of 589
Research activities 599
State program allotments 596

PENNSYLVANIA AVENUE DEVELOPMENT CORPORATION

Additional committee questions 14
Appropriation, 1981 1
Budget request, 1982 1
Incentive awards 4
    Dollar amounts and numbers 5
    Superior labor incentives 5
Introduction of associates 3
Land:
    Acquired, profitability of 7
    Acquisition 6
Master plan revision 7
Naval memorial 9
Nonprofit foundation 10
Office relocation 6
Profit for U.S. Government 7
Public:
    Development 12
    Improvements and land acquisition activities 3
Willard Hotel 8

O